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JACKSONVILLE'S MUNICIPAL SOLID WASTE
MANAGEMENT SYSTEM. A CASE STUDY

Applied Management Sciences, Incorporated

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JACKSONVILLE'S MUNICIPAL SOLID WASTE MANAGEMENT SYSTEM

A Case Study

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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

1974

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An environmental protection publication (SW-60c) in the solid waste management series.

FOREWORD

Solid waste management systems are an integral part of the environment of nearly every citizen in the United States. Yet until recent years, these systems have not received the attention other visible residential services have enjoyed. This historical neglect has resulted in systems which may not be cost-effective, especially with respect to the rising cost trends encountered in solid waste management activities. These trends arise from two principal factors:

- * Environmentally sound disposal methodology is being enforced or strongly encouraged; as a result, disposal sites and needed equipment are now expensive to procure and operate.
- * The collection function is highly labor intensive. Thus, the costs of unskilled labor, which have been rising to meet socioeconomic demands, have had enormous impacts on local agency budgets.

This rise in cost pressure has forced all levels of governmental organizations to consider more closely the management and costs of solid waste management activities.

Because efforts to upgrade solid waste management practices are in their infancy, there is still an obvious lack of data bases for evaluative and comparative analyses. This case study is one in a series of case studies of solid waste management systems which has been conducted under the sponsorship of the Office of Solid Waste Management Programs, U. S. Environmental Protection Agency. Kenneth Shuster and Cindy McLaren served as EPA project officers on the case study reported herein. The purpose of these case studies is to fill in this data gap with actual case histories of how cities are handling their solid waste problems.

Concerned agencies at all government levels, as well as private firms, will be able to assess information of the following types:

- * The management and operating characteristics of public sector solid waste management systems.
- * The institutional forces which give rise to these characteristics.

- * Those techniques that have been or are being applied to enhance the measures of productivity, aesthetics, level of service, and environmental control.

These agencies and firms can then use these comparisons to upgrade their systems according to the norms achieved in other cities of similar size, geographical location, and operational and institutional characteristics.

--ARSEN J. DARNAY
Deputy Assistant Administrator
for Solid Waste Management
Office of Solid Waste Management Programs

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INTRODUCTION

The solid waste management system of Jacksonville, Florida is a public and private sector interface that has maintained continuity after, and provided for compatibility with, the major organizational restructuring of the city that accompanied the consolidation of Jacksonville and surrounding Duval County in 1968. The consolidation move provided economic impetus to the area, arresting deterioration of the urban core as evidenced by the numerous office buildings and hotels recently completed or under construction in the downtown area. The extension of regulated urban services to all of Duval County benefited areas formerly without such services. Revitalization, while maintaining the integrity of former services, characterizes the area.

The solid waste system is patterned so that the former city, now referred to as Urban Services District (USD-1), has maintained its public sector organization. The surrounding areas of the consolidated city have been divided into five solid waste collection districts, each serviced by a different private contractor. The private contractors are monitored by the Utility Regulatory Board. In addition, four other interior municipalities, formerly incorporated cities (and now Urban Services Districts 2, 3, 4, and 5), provide their own residential collection and disposal services.

The 38 square miles of USD-1 are serviced by the Division of Sanitation of the Department of Public Works. The Division of Sanitation is responsible for collection of mixed refuse, trash, and bulky items from all residential sources (58,000 households) within USD-1; collection of wastes from 8,540 commercial and industrial points; dead animal pick-up throughout the area; and street cleaning in the old city. In addition, the Division of Sanitation operates three trash landfill sites and two mixed refuse landfill sites. Revenue for this service is provided by the real estate tax and by a service charge to users of the disposal sites.

The disposal operations are of particular interest in that a uniformly high water table and stringent air pollution regulations in the State of Florida have necessitated operation of wet landfills, with their concurrent leachate and surface erosion problems. For this reason, the city has two landfills which can accept putrescible organic matter, while the remaining three sites accept only trash. All sites are monitored by the United States Geological Survey and the Divisions of Public Health and Bio-Environmental Services of the Jacksonville Department of Health, Welfare, and Bio-Environmental Services.

The city is aware of the changing needs of the solid waste management system. Greater efficiency in the USD-1 collection system is constantly being achieved by shifting of crews to different tasks and altering the size and number of routes serviced on different days of the week. Long range planning has anticipated transfer station and incinerator needs in the future. The continuity of management personnel in the Division of Sanitation is the basis for the success of transitions in the system.

The case study of Jacksonville, Florida was performed using a carefully structured data gathering technique. Initial contacts were made by both the Office of Solid Waste Management Programs

and Applied Management Sciences' personnel, and interviews were scheduled to be convenient for the city personnel. During these interviews, notes were taken and tape recordings were made after obtaining the permission of the interviewees. Extensive efforts were taken to require a minimum of effort by city personnel and whenever possible, existing documentation was solicited to support the general discussions. Figure 1 presents the titles of the people interviewed in Jacksonville, the dates of these interviews, and the types of the information obtained.

The structure of this report consists of five chapters, including the introduction, and appropriate appendices. Chapter 2 is a systems description abstract which synthesizes the characteristics of the city and the collection and disposal systems. Chapter 3 presents the findings of the case study effort and identifies potential problem areas. Chapter 4 is a description of the city in terms of those parameters which can affect solid waste management operations. Finally, Chapter 5 reports the characteristics of the solid waste system in considerable detail. All aspects of the system are discussed and appropriate tabular data are presented.

The detailed discussion in this report is restricted to a description of the solid waste system in Urban Services District One, as this area of Jacksonville was serviced by a public sector system and comprehensive data was made available by the Department of Public Works and the Division of Sanitation. While information on the private sector systems in the General Services District also was sought through the Utility Regulatory Board, details on these systems were not received. Also the detailed Vehicle Inventory Management System output utilized by the Motor Pool Division of the Department of Motor Vehicles to record equipment maintenance costs were not made available; thus, information on private sector operations and on vehicle maintenance presented in this report is based on estimates by the Utility Regulatory

Board and the Division of Sanitation. In addition, valid data on the volume of solid waste disposed was not available as no scales were available to record such data (however, scales were being installed in Jacksonville at the time of the site visit). Statistics on solid waste volume are therefore based on estimates by the Division of Sanitation.

Titles	Date	Information Type
Deputy Director, Department of Public Works	10 April	General System Characteristics, History, Future Planning, Problem Areas
Chief, Division of Sanitation	10 April	Details of USD-1 collection, street cleaning, and disposal systems
Executive Director, Utility Regulatory Board	10 April	Collection and disposal regulation in General Service Districts
Executive Director, Committee of 100, Jacksonville Area Chamber of Commerce	11 April	City Background Information
Senior Sanitary Engineer, Public Health Division, Environmental Health Branch, Department of Health, Welfare, and Bio-Environmental Services	11 April	Monitoring of landfill
Representative, United States Geological Survey	11 April	Monitoring of landfill
Representative, Jacksonville Area Planning Board	12 April	General planning for Jacksonville
Representative, Bio-Environmental Services Division, Department of Health, Welfare, and Bio-Environmental Services	12 April	Monitoring of landfill
Business Representative, Local 301, Laborers International Union of North America	19 April (Telephone Contact)	Labor Relations

FIGURE 1: DATA SOURCES AND INFORMATION TYPES

2

SYSTEM DESCRIPTION ABSTRACT

City: Jacksonville, Florida

Contacts: William S. Hutchinson, Jr.

Deputy Director of Public Works

Clinton Brown

Chief of Sanitation Division

James Arnold

Executive Director, Utility Regulatory Board

Larry Cooney
John Stewart
Maxwell Yao

Jacksonville Area Planning Board

Virgil Fox

Executive Director, Committee of 100, Jacksonville Area Chamber of Commerce

Jack Grimsley

Administrative Analyst, Department of Central Services, Motor Vehicle Repair Shop

Roy Scherer

Business Representative, Local 301, Laborers International Union of North America

Albert Bertram

Senior Sanitary Engineer, Public Health Division, Environmental Health Branch, Health, Welfare, and Bio-Environmental Department

G. Warren Leve

United States Geological Survey

Bill Doe

Bio-Environmental Services Division, Department of Health

Date of Visit: April 10 - April 12

Population
Demography:

Date	Jacksonville	Duval County*
1970	528,865 (consolidated)	
1960	201,030	455,411
1950	204,517	304,029
1940	173,065	210,143
1900	28,429	39,733

*Includes Jacksonville for years prior to 1970

Area: 841 Square Miles - Consolidated City
38 Square Miles - Urban Services District One

Density: 629 Residents per Square Mile - Consolidated City
4,737 Residents per Square Mile - Urban Services District One

Collection: Tables 1 and 2, Collection Abstracts for Public and Private Sector.

Miscellaneous: The collection system is somewhat complicated because of the varying number of routes assigned to any one collection function on a particular day of the week and the transference of crews from one collection function to another. However, the system effectively collects all wastes and possesses the flexibility to respond to changing demands for service. The management of the Division of Sanitation is responsible for the very effective coordination of collection functions, personnel, and equipment achieved by Jacksonville.

Disposal: Table 3, Disposal Abstract

Miscellaneous: There are five public land disposal sites, three of which may not accept any putrescible matter. A high water table complicates landfilling in the area because of the difficulty of the operation in wet soil conditions and the potential leachate hazard due to a lack of impervious base or cover material and more easily induced lateral movement of leachate in wet soil. The city has recognized this problem, is experimenting with different operational techniques, and is monitoring its mixed refuse fills.

TABLE 1: COLLECTION ABSTRACT - URBAN SERVICES DISTRICT ONE

Collection Function Collection Variables	Residential Mixed Refuse		Trash		Bulky Items		Street Cleaning		Commercial- Industrial	
Number of Crews	36		42		13		--		13	
Crew Size			3				1		3	
Frequency of Service	2/week		1/week		7 routes - 2/week 8 routes - 3/week		Variable as needed		4/week	
Point of Collection	Curb-side; one alley route				Curb-side		Streets		Curb-side	
Method of Collection			Manual				Mechanical brooms - 8 Street vacuums - 2 Pick-up - 3 Open-bed truck - 1		Manual	
Stops	58,000		58,000		58,000		--		8,540	

TABLE 1: COLLECTION ABSTRACT - URBAN SERVICES DISTRICT ONE (CONT'D.)

Collection Function Collection Variables	Residential Mixed Refuse	Trash	Bulky Items	Street Cleaning	Commercial- Industrial
Service Limitations	Container size: 3 to 30 gallons	Not to exceed 5' length	--	--	--
Incentive System	Task System				Task System
Fund Source	General Fund				
Tonnage (Annual)	88,489	21,190	26,000	3,120	59,154
Wage Scales (Hourly average)	Driver: \$3.34 Helper: \$2.61				
Unions	Local 301, Laborers Inter- national Union of North America				
Annual Cost	\$1,360,032	392,685	249,018	454,212	622,549

TABLE 2: PRIVATE CONTRACTOR ABSTRACT - GENERAL SERVICES DISTRICTS

General Service District	Contractor	Number of Residential Stops	Annual Charge Per Customer (\$)	Estimated Total Revenue (\$)	Volume of Solid Wastes Handled		Actual Cost of Service (\$/ton)
					(Tons/day)	(Tons/year)	
Southeast Service Area One	Westside Sanitary Service, Inc.	17,980	33.50	603,000	123.7	32,157	18.75
West Service Area Two	Garbage Collection, Inc.	17,199	33.50	576,000	118.3	30,766	18.72
North Service Area Three	Sanitary Garbage Service, Inc.	17,521	33.50	586,000	120.5	31,336	18.70
East Service Area Four	A & N Garbage Co., Inc.	22,423	33.50	751,000 ^{1/}	154.2	40,104 ^{1/}	18.73
Southeast Service Area Five	Waste Management, Inc.	16,962	33.50	569,000	116.7	30,337	18.75
TOTAL (or average)		92,085	\$33.50	\$3,085,000	633.5	164,700	\$18.73

1/ Utility Regulatory Board estimate is \$718,000 indicating that not all residential stops allotted to Service Area Four are serviced.

2/ Based on the "tons/year" estimate over 260 collection days per year.

3/ Based on a standard solid waste generation rate of 1.788 tons/year/residential stop.

TABLE 3: DISPOSAL ABSTRACT - CONSOLIDATED GOVERNMENT PUBLIC SITES

Disposal Site Disposal Data	1	2	3	4	5
Type/Location	Mixed refuse landfill - Imeson Airport	Trash landfill - Picketville	Trash landfill - Stetson Rd.	Trash landfill - Sandler Rd.	Mixed Refuse landfill-Rondette Lake
Total Area (acres)	180	30	30	40	10
Real Loading ^{1/} (tons/day)	493	205	158	74	100
Total Lifetime (years)	5	6	3	10	1
Expected Re-maining Life-time ^{2/} (years)	2	1.5	1.5	5	.5 ^{3/}
Operating Costs (per year)	\$981,034.15				

^{1/} Assuming the following densities for solid waste:

Compacted mixed refuse: 500 lb./cu. yd.
 Compacted trash: 400 lb./cu. yd.
 Uncompacted mixed refuse: 200 lb./cu. yd.

^{2/} Estimates on April 11, 1972.

^{3/} Estimates on August 27, 2972.

3

FINDINGS AND CONCLUSIONS

The solid waste management system in Jacksonville has been structured to conform to the needs of the consolidated government, while maintaining continuity of service to the city. For this reason, Jacksonville has a regional program that includes the central city municipal collection system, private sector contractors for outlying areas, and both public and private disposal sites. The municipal solid waste system is managed by the Director of Public Works who reports to the Mayor. This system is funded by the City Council and its revenue is derived from the real estate tax. The private sector contractors are regulated by the Utility Regulatory Board which also reports to the Mayor and is funded by the City Council. The revenue for this service is obtained by an annual charge billed to each residential family unit property owner on his tax bill.^{1/} The disposal sites are regulated by the Bio-Environmental Services Division and the Public Health Division as policing agencies for the city, the state, and the Federal government.

The careful structuring of the solid waste system, and the provision of regulatory bodies for almost all aspects of this system, have been a direct result of the consolidation move of October 1, 1968. To improve and standardize solid waste services, especially in areas outside the central city Urban Services District One (USD-1), transitions in the organizational system are

^{1/} On January 1, 1974, the tax millage for USD-1 and the General Services District essentially will be equalized and the entire solid waste service will be funded from the real estate tax.

slowly being achieved. While the area was consolidated in 1968, the franchises held by private contractors in Duval County, did not expire until December 31, 1972. The interim four years following consolidation permitted the former Water and Sewage Board to expand its functions to regulate private solid waste contractors and to rename itself the Utility Regulatory Board. The board was then able to solicit bids on franchises for the new General Services District and evaluate these on the basis of contractor competence, performance, and stability. This move had the effect of forcing 25,000 residential units, which had not subscribed to any form of refuse collection service, to accept solid waste services and pay for them at a standard rate. This also forced the private contractors, who had previously serviced 67,000 customers in the areas outside the central city at varying levels of service, to provide a uniform and acceptable level of service to all customers.

The operators of privately owned disposal sites were induced to pass through a transition stage in which disposal sites were made to conform with state and local requirements and to become subject to city regulation and monitoring. The private disposal site visited during the execution of this case study appeared to be a model landfill, despite high water table problems. The Bio-Environmental Services Division is sampling the water in perimeter ditches of the landfill to assure that the leachate meets the state code. Plans include the drilling of subcell wells to sample the diffusion of leachate as is now being done at the public landfills. The site is underlaid with impervious clay which substantially protects all but the shallow waters, but which also presents difficulties with standing water during periods of heavy rainfall.

The solid waste management system in USD-1 is constrained by the limitation of disposal alternatives. Stringent air pollution

regulations currently make incineration economically unattractive. Although plenty of land appears to be available for landfilling, the high water table throughout the consolidated city (city averages only 18 feet above mean sea level), leaves no option but to operate a wet landfill. The difficulties of avoiding leachate, erosion, and health problems resulting from wet landfill operation has affected collection and disposal systems in USD-1. Since many of the wet landfill related problems can be avoided by eliminating putrescible organic matter, the city requires each residential unit to participate in a primary separation of their wastes into mixed refuse and trash. Trash is considered to be any waste material normally generated in a household and totally devoid of putrescible matter. Mixed refuse consists of putrescible organic matter and any trash that can be containerized along with putrescibles. Collection of mixed refuse is structured so that this service is offered four days a week with each residential unit receiving two collections. On these same days, a separate trash or "bulky item" collection service is also offered for uncontainerized non-putrescible wastes. On Wednesdays, no mixed refuse collection is offered and all city vehicles concentrate on trash collection.

The purpose behind this scheduling of the collection operation is to permit a maximum amount of wastes to be taken to disposal sites that handle trash only. These sites are easier to operate than a mixed refuse landfill under high water table conditions. As a result, Jacksonville has two landfill sites that accept mixed refuse, and three sites that accept only trash.

As a result of the necessity to differentiate wastes and operate only two mixed refuse fills, collection efficiencies and tasks tend to be unequal for different routes. This condition has been alleviated by a system of varying the number of routes assigned to a particular collection function on different days of the week and transferring crews and vehicles to alternative

tasks. The result of this constant variance is to provide a uniform collection efficiency whereby each crew (of 3 men) and each vehicle collects approximately 11.3 tons per day and makes two trips per day to a landfill site. In addition, a task system seems to enable the completion of this amount of work in 6 hours for the collection crews, creating an incentive for efficient work. Also, transfer stations are now being planned to reduce some of the longer haul distances created by the existence of only two mixed refuse disposal sites.

The collection service provided to the residents of USD-1 appears to be satisfactory and well-managed. This may, however, be due to the fact that Jacksonville has succeeded in maintaining continuity in its Sanitation Division management personnel (especially the Chief), many of whom have risen through the ranks of the division and are familiar with variations and peculiarities in the system. Rectification of collection problems is handled smoothly and efficiently and the management is constantly aware of fluctuations in the system.

The only function which appears to be performed by the city in a less than satisfactory manner is the operation of the older mixed refuse disposal site (the new site was not open at the time of the visit). The appearance of this site is marginal and results from difficulty in equipment maintenance and the intensity of northeast Florida rain squalls. The region receives about 53 inches of rain annually and much of this comes in severe storm activity. Also contributing to the appearance problem are the constraints imposed by the private owner of the site who wishes to eventually create a rolling topography for use as a golf course.

Problems related to this landfill include surface erosion due to rain and leachate moving too easily into the oxidizing pond when equipment problems interrupt the erection of intervening earthen berms. The city is making an effort to conform

with state standards for daily cover on its landfill and the high water table is being handled successfully. Thus far, the quality of the effluent from this landfill into the local receiving natural waters has met the state code. Aeration of the interior oxidation pond has not been necessary.

The city has appropriated funds toward purchase of a total of 4,000 acres needed for landfills in which positive leachate control systems will be installed. The number of disposal sites will be reduced from five to two, once the transfer station system is operational, which will facilitate equipment maintenance. This site capacity is projected to meet the disposal site requirements for 30 years but, eventually, the expected population growth will make land disposal too expensive. Consequently, the current ten year program includes procurement of incinerators or resource recovery systems to accept a fraction of the waste load. These pilot studies will enable the development of comparative data between alternate disposal technologies

The general impression of the solid waste management system in Jacksonville is that, unlike many other cities, public and political pressures are nominal. Collection and street cleaning services appear to be adequate, efficient, and effective. However, some modification in disposal procedures will be necessary in the near future.

While total costs per residence are higher for Urban Services District One than for the General Services District, USD-1 also receives street cleaning and trash collection. Also, USD-1 general fund revenues support the public sector collection of 8,540 commercial stops. When the USD-1 and GSD costs are compared on a similar service basis, the costs are very close to equal.

4

BACKGROUND OF THE SYSTEM

The consolidation of the old city of Jacksonville and Duval County in 1968 to form a single metropolitan government is undoubtedly the single most significant event in the public affairs of this area in many years. Not only were the political and administrative structures radically altered, but the effect on the city's socio-economic system was perhaps equally as significant. Economic activities expanded, and greater diversification occurred, giving the entire area a relatively firm economic base. In recent months, a joint venture to establish a \$200 million offshore power plant by Westinghouse and Tenneco has been announced. It is scheduled to begin operations in 1976. By 1982, when the plant will be fully operational, a projected \$340 million will be added annually to the local economy. The consolidated city/county government was able to coordinate the negotiations with corporate officials and assess the area-wide impact that such a major investment would cause in terms of all forms of public services.

4.1: Location, Demography, Geography, Climate

The consolidated government is located in the northeast corner of the State of Florida and has a land area of 841 square miles, the largest city area in the continental United States. It is situated on the mouth of the St. John's River which empties into the Atlantic Ocean, an ideal deep-water port location.

The normal annual average temperature in Jacksonville is 69°F, ranging from a normal January average temperature of 56°F to a normal July average temperature of 83°F. Normal maximum mid-summer temperatures average about 91°F, while normal minimum mid-winter temperatures average about 45°F. The normal annual precipitation is 53.36 inches, with over half falling in the four months from June through September. The average elevation for the city is 18 feet.

The population of Jacksonville is 528,865 which makes it the largest city in Florida and the second largest in the South east. Minority groups, mostly blacks, represent 23 percent of that total. The percentage of people from minority groups to the total population has remained virtually unchanged for the entire area over the past decade.

Recent projections of demographic data forecast a population of 625,750 by 1980, an increase of 96,885 or 18 percent over the current population. This incremental projection, made before the announcement of the Westinghouse-Tenneco joint venture, may nearly double to approximately 170,000 for a 700,000 population by 1980 if the plant is constructed. The racial composition is expected to remain very stable throughout the decade.

The median income in Jacksonville was \$8,019 in 1970, reflecting a 25 percent increase in real income since 1960. This trend is expected to continue through the 1970's which, if combined with an estimated 3.5 percent annual inflation rate, would result in a median income of \$12,969 in 1980 dollars.

During the 1960's, two-thirds of all population gains were registered in the close-in suburban areas of the north, east, and southwest regions of the city. In 1970, about 75 percent of the population lived in the urban core and five immediate suburban sectors. During the 1970's, it is anticipated that 60 percent of the population growth will occur in the city's outlying areas.

The basic demographic characteristics of the City of Jacksonville are summarized in Table 4.

Major economic activities in the area include:

1. Food and Kindred Products, including meat, dairy, and bakery products
2. Paper and Allied Products, including paperboard containers and boxes
3. Printing and Publishing, including commercial printing
4. Transportation Equipment
5. Chemical and Allied Products, including agricultural chemicals
6. Stone, Clay, and Glass Products
7. Fabricated Metal Products, including fabricated structural metal products
8. Machinery, excluding electrical
9. Primary Metal Industries

The civilian labor force in Jacksonville was estimated at 224,900 in January, 1973, with an unemployment rate of approximately 2.6 percent. This relatively low rate has remained stable in recent years due to the area's expanding economy. The business index for the city demonstrates the magnitude of economic growth, e.g., a 17 percent increase in 1972, and more than a 100 percent increase since 1965. Gross sales rose by \$700 million to \$4.4 billion in 1972; in 1965 gross sales were less than \$2.1 billion. The booming economy and the low unemployment rate are major factors in the continued increases in real income.

4.2: Form of Government and Organization

The extremely rapid population growth that occurred in the suburban areas of Jacksonville between 1950 and 1960 (a 155 percent increase), combined with a 2 percent population decline in the core city, was a major factor in the movement toward consolidation. The accelerating pressures on the county government for expanded public services, together with increasing financial

TABLE 4:
JACKSONVILLE DEMOGRAPHIC CHARACTERISTICS

Population Year	Duval County (including Jacksonville)	Jacksonville
1900	39,733	28,429
1940	210,143	173,065
1950	304,029	204,517
1960	455,411	201,030
1965 (estimate)	525,000	198,000
1970 (consolidated)	528,865	---
Median Age: 26.6 years Labor Force: 225,000 Growth (1960-69) 16.2 % Land Area: 841 square miles (largest in continental U.S.) Education: Public Schools - 135 Higher Education Facilities - 6 Medical Facilities: Hospitals : 11 # Beds : 2,154		

burden imposed on city residents by the shrinking tax base, reached crisis proportions by the mid-1960's. During this period, several specific problems developed which further prompted leading citizens to organize, study, and promote a major overhaul of the entire governmental structure of Jacksonville and Duval County. Among these problems were:

- disaccreditation of the city public schools
- indictment of several public officials
- increasing property deterioration in the core city
- high taxes in both city and county
- slowdown in economic growth
- inadequate water, sewer, sanitation, and fire protection services in the county
- crime, traffic, air and water pollution.

A consolidation plan was developed in an effort to change not just the office-holders, but also the entire governmental structure since it was believed that the existing structure was partly to blame for these accumulated problems. The plan was considered, amended, and ratified by the Florida State Legislature, and was approved by the area voters by a 2 to 1 majority in a 1967 referendum. Such overwhelming approval is extremely rare in the history of consolidation efforts; many such referenda have met with defeat. The new governmental system was installed in 1968.

The elected leadership of the city consists of a mayor and a 19-member City Council. Five of the councilmen are elected at large and the remaining 14 are elected by council district. The new system is a "strong mayor" form of local government structure, with broad executive and appointive power vested in the mayor. The mayor and council are elected for four-year terms.

As chief executive, the mayor appoints the heads of the ten city departments and the members of various city-wide boards

such as the Air Pollution Control Board, the Water Quality Control Board, and the HUD Advisory Board. All appointees are subject to council approval. The mayor is directly responsible for the operation and administration of city services for the entire area. The organization of the city government is illustrated in Figure 2.

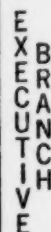
The responsibility for solid waste management for the core city is charged to the Sanitation Division of the Public Works Department. The Utility Regulatory Board lets contracts for provision of residential sanitation services to the area outside of the core city. The organizational structure of the Public Works Department is presented in Figure 3.

4.3: Solid Waste Management System History

Before the 1968 consolidation, the core city of Jacksonville and the surrounding areas of Duval County had separate solid waste management systems. The city's municipal collection agency provided residential and some commercial collection, while the county utilized a franchise system. The franchise system allowed private collection firms to operate in designated areas of the county, with little control by the county government over the quality or costs of service. These firms made arrangements for collection with the individual home owner, and were directly responsible for the billing and collection of service charges. Although all county residents were required to subscribe to collection service, many residents refused to comply, preferring to transport and dispose of their own solid waste. At one point, of the 92,000 residences in the county, only 67,000 were being serviced by collectors.

Although the franchise system had operated since the late 1950's, the county government had never developed an effective enforcement mechanism for its regulation. Not only was illegal dumping widespread, but the private firms often did not provide

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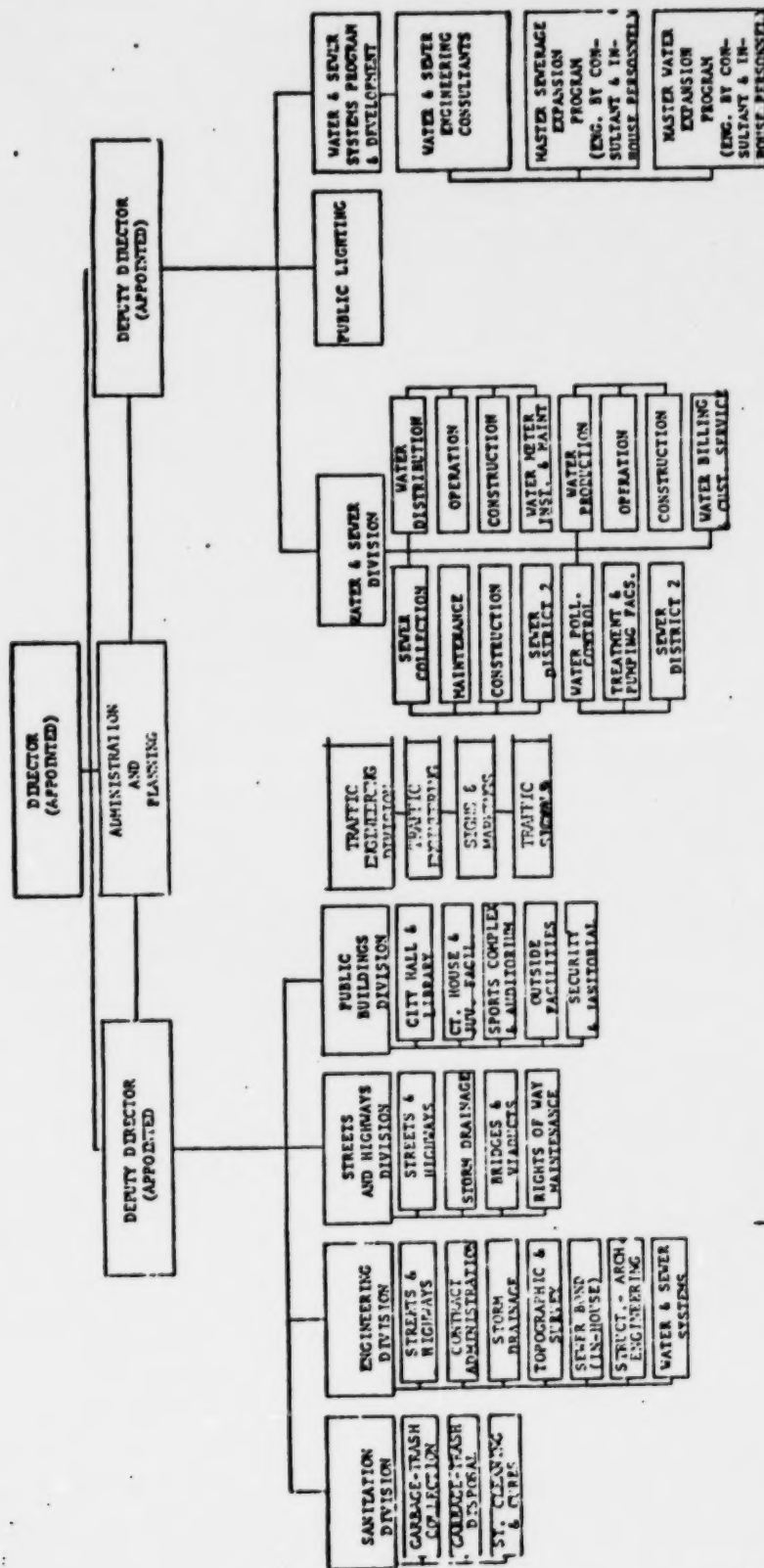


FIGURE 3: DEPARTMENT OF PUBLIC WORKS' ORGANIZATION

an adequate level of service in terms of frequency of collection or disposal procedures. Many complaints were registered, but little was done to improve the efficiency of the system.

Upon city/county consolidation, control over the private collection and disposal operations was initially vested in the City Council's Public Services Committee. The public municipal collection agency, operating in the core city, still remained under the jurisdiction of the Department of Public Works' Division of Sanitation. However, it became clear that the Public Services Committee lacked the necessary expertise in this area. In September, 1970, this function was shifted to the Water and Sewer Regulatory Board, later renamed the Utility Regulatory Board.

At that time, solid waste collection in the old county areas was still operated under the franchise system, since the franchise agreements signed before consolidation did not expire until December 31, 1972. A study report recommended that the franchise arrangements be terminated when the contract expired; and that the Utility Regulatory Board assume greater control over this operation.^{1/}

On January 1, 1973, a new system was installed outside the old core city. The county areas were divided into five solid waste collection districts and collection service in each district was contracted to a private firm. The Utility Regulatory Board established a fixed annual rate per household (\$33.50), a specified level of service, and requested qualification bids from private firms. Contract awards were made on the basis of capability and financial solvency. Contracts were negotiated for a six-year term, with the private firms required to post a \$50,000 performance bond. All billing and collection of service

^{1/} Final Engineering and Management Report, Solid Waste Systems Study, City of Jacksonville, Florida, May 1971, Project No. 69136, HUD No. FLA-USE-1.

charges are handled by the Tax Collector; the private firms receive monthly payments from the board. However, the board may withhold payment if service is found to be unsatisfactory. If the firm wishes to terminate the contract, it may do so upon 120 days notice without forfeiture of its performance bond. The board is empowered to perform an annual review and audit of each contractor's operations and financial status.

During this period of transition in the solid waste collection area, the system in Urban Services District One, (the pre-consolidation City of Jacksonville) had undergone some equipment and personnel changes in its manner of operation. Also, conceptual changes in the disposal system, and consequently, in the collection system, were significant in the evolution to the present public sector solid waste management system in USD-1.

The disposal system for USD-1 has always consisted of land disposal techniques. However, not much thought was given to potential water pollution problems until consolidation when it was decided to improve the quality of all services in the city. Jacksonville has since developed more effective operational procedures for wet landfilling and, in the past few years, has been sampling runoff and ground water leachate from its mixed refuse fills. Jacksonville has also been trying to achieve stability of the cover material it places on its mixed refuse fill because of a past history of erosion of cover due to winds and rain. To alleviate the operational constraints linked to wet landfilling, the USD-1 system has limited itself to operation of only two mixed refuse fills. The other fills operated by the city for USD-1 solid waste will accept only trash. The operational constraints (e.g., need for compaction and cover stabilization) at the trash sites are not as severe as at the mixed refuse site.

The evolution of disposal site constraints has had an effect on the collection system. The collection system has consisted of conventional equipment (packers and open-body trucks) and normal three-man crews (one driver and two collectors). However, as the USD-1 public sector disposal site capability was reduced after consolidation to only one mixed refuse site,^{1/} and three "trash only" sites, there has been some restructuring of collection routes and residents are requested to segregate their solid wastes into mixed wastes (including putrescibles and trash) and trash only. Separate trash collections are offered and this system appears to work effectively. This necessity for restructuring routes and types of collection functions may have been indirectly responsible for increasing efficiencies in the USD-1 system, as evidenced by a gradual reduction in the amount of equipment possessed by the Division of Sanitation. The division has reduced the number of packer trucks from 75 in 1968, to 70 in 1970, and to 56 in 1973. Similarly, the number of open body trucks have been reduced from 37 in 1968, to 10 in 1970, and to 8 in 1973. The reduction in equipment is also due to availability of newer and more efficient equipment, such as an increase in the proportion of compacting to non-compacting trucks. The collection system appears to be moving towards higher efficiency, as a transfer station is now planned for USD-1 next year and and for the densely populated southside area two years later.

The evolution of the USD-1 solid waste management system to an effective and satisfactory collection service, but a somewhat less satisfactory disposal system, can be attributed to the fact that operation of the collection system has been totally within the jurisdiction of the Division of Sanitation, whereas the disposal system has been affected by outside agencies factors, and regulations which are constantly being upgraded.

^{1/}The second mixed refuse site was opened on April 30, 1973.

Sanitation Division management has possessed the qualities of continuity, competence, and awareness of and familiarity with the constant needs of the solid waste system. This has proven effective in the collection and transportation of wastes. However, economic and regulatory constraints have forced Jacksonville to search for methods of improving its landfill technique. Natural physical conditions in the area (the high water table) have created problems in the operation of a landfill to meet new state criteria for "sanitary landfill" status. Attempts to control potential pollution problems from its wet landfill, along with planning for alternative disposal technologies, indicate an awareness within the Jacksonville Department of Public Works that alterations in its disposal system will be necessary in the future. Administration and council support is evidenced by the approval of funding for the first of the ten year capital outlay program. To initiate the program, \$3,116,000 will be made available to the Department of Public Works for the purchase of a landfill site.

4.4: Agencies Impacting the Solid Waste System

There are agencies at the Federal, state, and local levels which affect the solid waste management system in Jacksonville. The private sector system is affected principally by the Jacksonville Utility Regulatory Board. The public sector system is impacted by a variety of agencies, all connected with the disposal operation managed by the Department of Public Works' Division of Sanitation.

4.4.1: Federal Level Agencies

Two Federal organizations have an effect on the solid waste system in Jacksonville. First, the Environmental Protection Agency, which aided the city in a planning role by funding a solid waste systems study of Jacksonville in 1970, helped Jacksonville to better plan the evolution of its system for handling solid waste.

Second, the United States Geological Survey (USGS) is now under contract to the City of Jacksonville to monitor its mixed refuse landfill. The role of the USGS is to test surface and artesian water for possible contamination. The USGS is performing measurements on:

- Temperature
- Hardness
- Conductivity
- BOD (Bio-chemical oxygen demand)
- DO (Dissolved oxygen)
- Chlorides
- Turbidity
- Heavy metals

Samples are being taken from the central pond at the mixed refuse landfill for this purpose. Sufficient records have not been compiled yet to permit a realistic evaluation of potential pollution. These investigations were instigated by a large fish kill in the area when a high DO level was experienced. Trace metals such as iron and lead currently appear to be at a high level as well. The USGS is trying to determine the lateral movement of water in and around the landfill, and infiltration and percolation tests are being carried out. The USGS has prepared a hydrologic suitability study for locating landfills in the area.

4.4.2: State Level Agencies

Solid waste collection, storage, and disposal in Jacksonville are regulated by the Sanitary Code of the State of Florida. This code was established by the State Board of Health, Division of Health, Department of Health and Rehabilitative Services. Basically, the State Code requires that putrescibles be stored in a sanitary manner; that municipalities be responsible for collection of garbage and rubbish; and, that disposal of wastes be accomplished in a nuisance-free manner. The Florida State Department of Pollution Control has defined the responsibility of operation and the methods and techniques of operation for sanitary landfills.

Approval from the State Board of Health is required for the operation of a sanitary landfill in Florida.

4.4.3: Local Level Agencies

Utility Regulatory Board - Internal

The private sector solid waste management system (operating in the solid waste districts) is under the supervision of the Jacksonville Utility Regulatory Board. The board awards solid waste service contracts for the five collection districts to private contractors, each of which services an entire district. Contract awards are made for six-year periods and are based on contractor qualifications and financial solvency. Although billings and collections are made by the Tax Collector, the Utility Regulatory Board makes payments to the contractors on a monthly basis. The board may withhold payments for unsatisfactory service, and requires each contractor to post a \$50,000 performance bond. The board performs an annual review and audit of each contractor's operations and financial status.

The public sector solid waste system in USD-1 is impacted by the Jacksonville Area Planning Board, the Public Health and the Bio-Environmental Services Divisions, and the local Chapter 301 of the Laborers International Union of North America.

Jacksonville Area Planning Board - Internal

The Jacksonville Area Planning Board is responsible for regional planning in the area and, in this role, reviews alternative landfill sites proposed in Jacksonville. The comprehensive plan to be prepared by this board will include proposed zoning requirements throughout the city, and the board is responsible for allocating industrial use areas, including those permissible for waste disposal facilities and sites. All new proposed

landfill locations are submitted to the board for review. Final authority rests jointly with the mayor and the council.

Public Health Division and Bio-Environmental Services Division - Internal

The Public Health Division and the Bio-Environmental Services Division of the Health, Welfare, and Bio-Environmental Department are responsible for monitoring the landfills and ensuring that they are sanitary and operated in accordance with the State and City Codes.

Laborers International Union of North America (AFL-CIO)-External

The Sanitation Division workers are currently represented by the Laborers International Union of North America Local 301. Although some 70 percent of the workers were union members as recently as 15 months ago, fewer than 10 percent now belong to the union. Mismanagement by union leaders, mostly in the form of inattention to worker needs, apparently caused this high rate of attrition. Under new leadership, Local 301 is confident of regaining its former members.

The union is currently engaged with the city in contract negotiations for representation of the Public Works Department blue collar workers, including the Sanitation Division. The primary area of negotiation centers around fringe benefit issues, including insurance provisions, and annual leave and sick leave policies. The union is also concerned with job safety issues and hopes to negotiate a 25 percent increase in base pay.

5

SOLID WASTE SYSTEM CHARACTERISTICS

The core city solid waste management system in Jacksonville, Florida is administered by the Sanitation Division, one of four divisions under direction of the Deputy Director of Public Works. The Chief of the Sanitation Division is appointed by the mayor and is responsible for three principal areas of activity: garbage and trash collection, street cleaning and curbs, and solid waste disposal. Sanitation superintendents direct each of these three functions and are aided by an assistant sanitation superintendent and one or more sanitation supervisors. The organization for the Sanitation Division is illustrated in Figure 4.

In addition to the three sanitation superintendents, a radio dispatcher and equipment coordinator report directly to the Sanitation Division Chief. The organization of the office of the Chief of the Sanitation Division is presented in Figure 5.

This chapter describes the solid waste management activities performed in Jacksonville's Urban Service District One. Mixed refuse collection, street cleaning, and disposal activities are discussed separately. The critical aspects of personnel management, equipment needs, and financing of the system are described in discrete sections. The efficiency and productivity of the Jacksonville solid waste management system are evaluated and discussed.

DEPARTMENT OF PUBLIC WORKS - SANITATION DIVISION

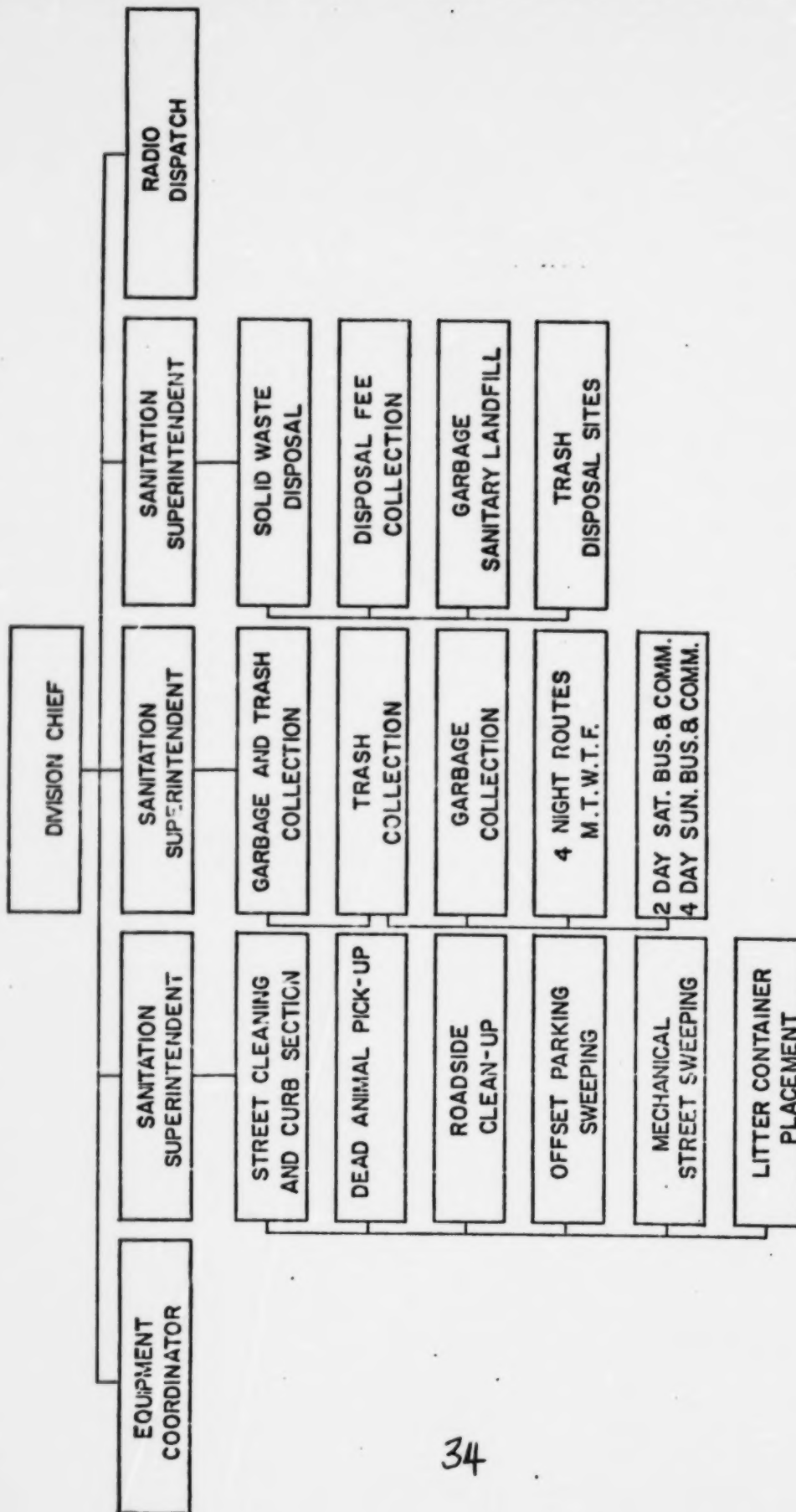
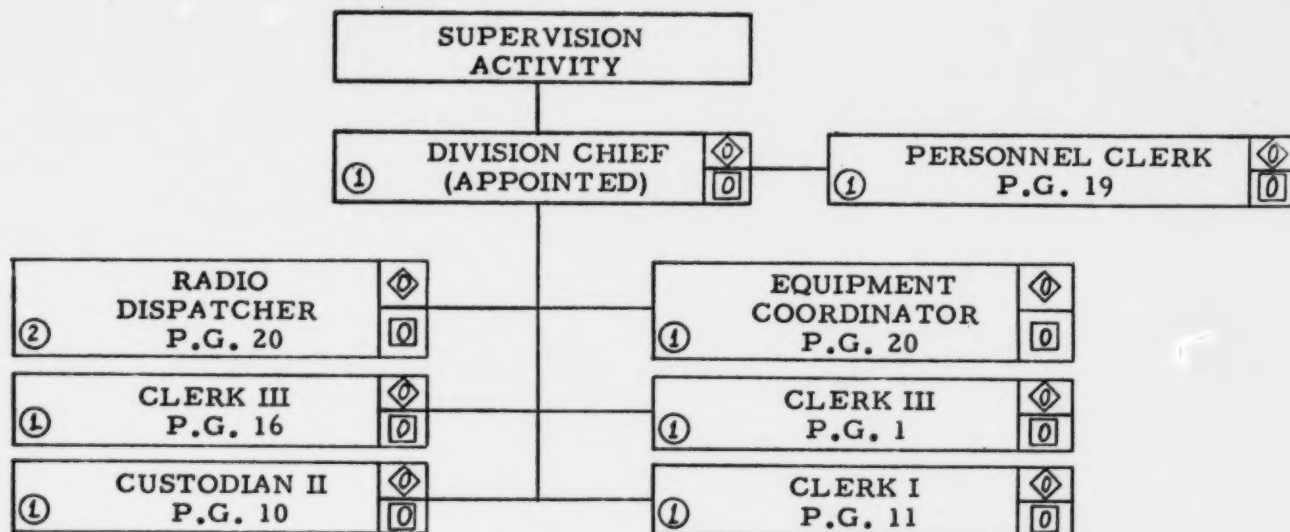


FIGURE 4: SANITATION DIVISION ORGANIZATION



LEGEND

- ~ AUTHORIZED POSITION FILLED
- ◇ ~ AUTHORIZED POSITION VACANT
- ~ REQUESTED POSITION
- P.G ~ PAY GRADE

FIGURE 5: ORGANIZATION OF SANITATION DIVISION CHIEF'S OFFICE

5.1: Collection Services

5.1.1: Authorization

The State of Florida has established a Sanitary Code under the State Board of Health, Division of Health, Department of Health and Rehabilitative Services. The specific requirements of this code as it relates to solid waste collection are:

170C-10.03 Garbage storage and Collections. -- Garbage shall be retained in water-tight receptacles of impervious material which are provided with tight fitting covers suitable to protect the contents from flies, insects, rats and other animals. Garbage collection shall be made at such intervals and collection equipment shall be of such design as meets the approval of the board.

General Authority 381.031 (1) (g) 3 FS Law Implemented 381.031 (1) (g) 3 FS

170C-10.04 Collection and disposal responsibilities -- (1) Municipalities shall be responsible for providing an adequate, efficient and sanitary system of collecting, transporting and disposing of garbage and rubbish from all buildings and establishments creating garbage or rubbish throughout the municipality in a manner approved by the board.

(2) Persons, firms, corporations and other governmental bodies or agencies providing garbage collection, and/or disposal services to any person, place or establishment shall manage such service in a completely nuisance free manner as provided herein.

General Authority 381.031 (1) (g) 3 FS Law Implemented 381.031 (1) (g) 3 FS, 381.271 FS, 381.211 FS, 386. FS

The City of Jacksonville has sections of its own ordinance code which also define solid waste management responsibilities. These are found in Chapters 616 and 617 of the Ordinance Code of the City of Jacksonville which specify "Garbage Collection Regulations" and "Waste Collection and Disposal Service by Contractors" respectively. The "Garbage Collection Regulations" define different types of solid waste; specify that subscription to waste collection services is mandatory; describe waste storage and containerization requirements, specify the handling of yard, industrial, pathological, and hazardous wastes, and prescribe

the penalties for violating these regulations. The "Waste Collection and Disposal Service by Contractors" chapter defines different types of solid waste, the residential and commercial facilities that are generators of solid waste, and the compensation paid to contractors by the city for collection and disposal services; describes the waste collection and disposal service charge; specifies the boundaries of the collection districts to be serviced by each contractor; outlines the procedure for award of waste collection and disposal contracts; and identifies the standard of service to be provided by the contractors. These two chapters of the Jacksonville Ordinance Code are presented in Appendix A.

A subsequent amendment to the section on contractor services specified the requirements of a \$50,000 performance bond to be posted by private contractors. Subsequently, cash deposits have been accepted in lieu of the performance bond. Another amendment affecting private contractor services requires the Utility Regulatory Board to review the contracts with private collectors and to be responsible, via the tax collector, for billing and collecting service charges from the General Service District (GSD) residents. Currently, the payment to the private collectors for solid waste collection is \$33.50 per dwelling unit per year. The core city of Jacksonville (Urban Service District - 1) has no such separate charge for solid waste services, as its source of revenue for this purpose is the General Fund.

The regulations and ordinances governing solid waste services in Jacksonville are summarized in Table 5 and presented in detail in Appendix A.

5.1.2: Structure and Organization

For collection functions, the consolidated City of Jacksonville has been divided into five Urban Services Districts and one General Services District. The first Urban Services District is the old

TABLE 5
SOLID WASTE REGULATIONS & ORDINANCES

Date	Title	Coverage
8/8/72	Chapter 519, Jacksonville Ordinance Code	Providing for the disposal of garbage; providing definitions, a disposal procedure, rates for deposit of garbage, hours when deposits are permitted and penalties for violations thereof; providing an effective date.
8/25/72	Chapter 616, Garbage Collection Regulations, Jacksonville Ordinance Code	Regulations specifying: requirement for subscription to solid waste service; garbage and trash container location and requirements; cleaning of rooms and refrigerators used for storage of garbage; disposal of yard trash, dangerous materials, garbage, and pathological waste; collection of building materials and industrial waste; penalty, citations, and fine schedule for non-compliance; and enforcement and issuance of citations.
	Chapter 617 Waste Collection and Disposal Service by Contractors, Jacksonville Ordinance Code	Providing for residential waste collection and disposal service to all residential premises in the city, except within the urban services districts, by contract, to be administered and enforced by the Utility Regulatory Board; providing for some commercial waste collection and disposal service by contract; establishing procedures for the award of such contracts; providing standards of residential waste collection service; providing for the establishment of an annual waste collection and disposal service charge and for collection thereof by the tax collector or by enforcement of a lien against the property benefited by the service; repealing the jurisdiction of the Utility Regulatory Board over certificates of public convenience and necessity for garbage collection systems; amending chapters 2, 60, 616 and 620 of the ordinance code of the city in various respects relating to the foregoing subjects; providing an effective date.
9/26/72	Ordinance 72-828-416	An ordinance amending Section 617.403 of the ordinance code specifying the requirements for obtaining a permit to be exempt from the required waste collection and disposal service required by chapter 617; providing penalties; providing an effective date.
10/10/72	Ordinance 72-1036-444	An ordinance amending the ordinance code of the city by adding Section 617.311, providing for garbage service by city forces if the city is unable to negotiate contracts for the provision of residential waste collection and disposal services pursuant to Part 3, Chapter 617; providing an effective date.
10/12/72	Ordinance 72-1239-552	An ordinance amending Section 617.309 (e) of the ordinance code of the city, relating to performance bonds for city garbage contractors, by providing for such bonds to be subject to cancellation upon at least one hundred twenty days prior written notice to the city; and by providing for cash deposits in lieu of performance bonds; providing an effective date.
10/12/72	Ordinance 72-1041-446	An ordinance amending Section 617.309 of the ordinance code by adding a new subsection (1) requiring the Utility Regulatory Board to review the measure of contract compensation paid to contractors performing residential waste collection and disposal services pursuant to chapter 617 during the third quarter of the 1973 calendar year; providing an effective date.
10/13/72	Ordinance 72-1039-447	An ordinance establishing a waste collection and disposal charge for the 1973 calendar year pursuant to Section 617.201 of the ordinance code.
10/13/72	Ordinance 72-1043-449	An ordinance appropriating waste collection and disposal service charge revenues for the purpose of paying the cost of providing residential waste collection and disposal services pursuant to Chapter 617; providing an effective date.
10/13/72	Ordinance 72-1045-450	An ordinance amending Section 617.308 of the ordinance code so as to provide for an expiration date for offers to contract for waste collection and disposal services; providing an effective date.
10/27/72	Ordinance 72-1139-564	An ordinance amending Chapter 617 of the ordinance code, relating to residential waste collection and disposal service, by postponing the effective date of liens for failure to pay charges for such service by one year, by revising the date upon which interest commences to accrue, and by repealing penalties for a late payment; repealing Ordinance 72-1042-448 relating to penalties for late payment of such charges; providing an effective date.
3/27/73	Ordinance 73-285-100	An ordinance amending Section 617.203 to authorize and direct the tax collector to make certain corrections in statements and liens, including cancellation thereof, for waste collection and disposal service; adding Section 617.403.5, providing for exemption from payment of residential waste collection service charges for certain low-income elderly persons; providing an effective date.
3/27/73	Ordinance 73-270-86	An ordinance extending the date for filing applications for exemption from residential waste collection service pursuant to chapter 617, with respect to the 1973 calendar year only; providing an effective date.



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3/27/73	Ordinance 73-270-86	An ordinance extending the date for filing applications for exemption from residential waste collection service pursuant to chapter 617, with respect to the 1973 calendar year only; providing an effective date.

City of Jacksonville. The other four Urban Services Districts are Atlantic Beach, Neptune Beach, Jacksonville Beach, and Baldwin. The five collection areas in the General Services District divide the remaining consolidated portion of Duval County roughly on the basis of equal populations. The city continues to provide its own collection services to Urban Services District-One, but has contracted to private collectors for sanitation services for the remainder of the General Services District.

The garbage and trash collection activity of the Division of Sanitation is directed by a Sanitation Superintendent, assisted by an Assistant Sanitation Superintendent. Reporting to the superintendents are six Sanitation Supervisors, three responsible for residential collection, one for daytime commercial collection, one for rubble collection, and one for night commercial/industrial collection. This structure is illustrated in Figure 6.

5.1.3: Level and Type of Service

The garbage and trash collection function of the Division of Sanitation is responsible for the collection of garbage, rubbish, yard refuse, ashes, bulky wastes, and construction wastes only from residential sources. The division does not collect abandoned vehicles (a Police Department responsibility) or animal, agricultural, and sewage treatment wastes. Dead animals are the responsibility of the Street Cleaning and Curbs Section.

The Division of Sanitation serves 38 square miles which include 58,000 residential stops and 8,540 commercial and industrial stops. There are approximately 70 residential and 14 commercial routes. Each residential route has an average of 806 stops and each commercial route has an average of 286 stops. Each residential route requires the trucks to travel a distance of 50 miles, and while commercial routes are 60 miles long, both

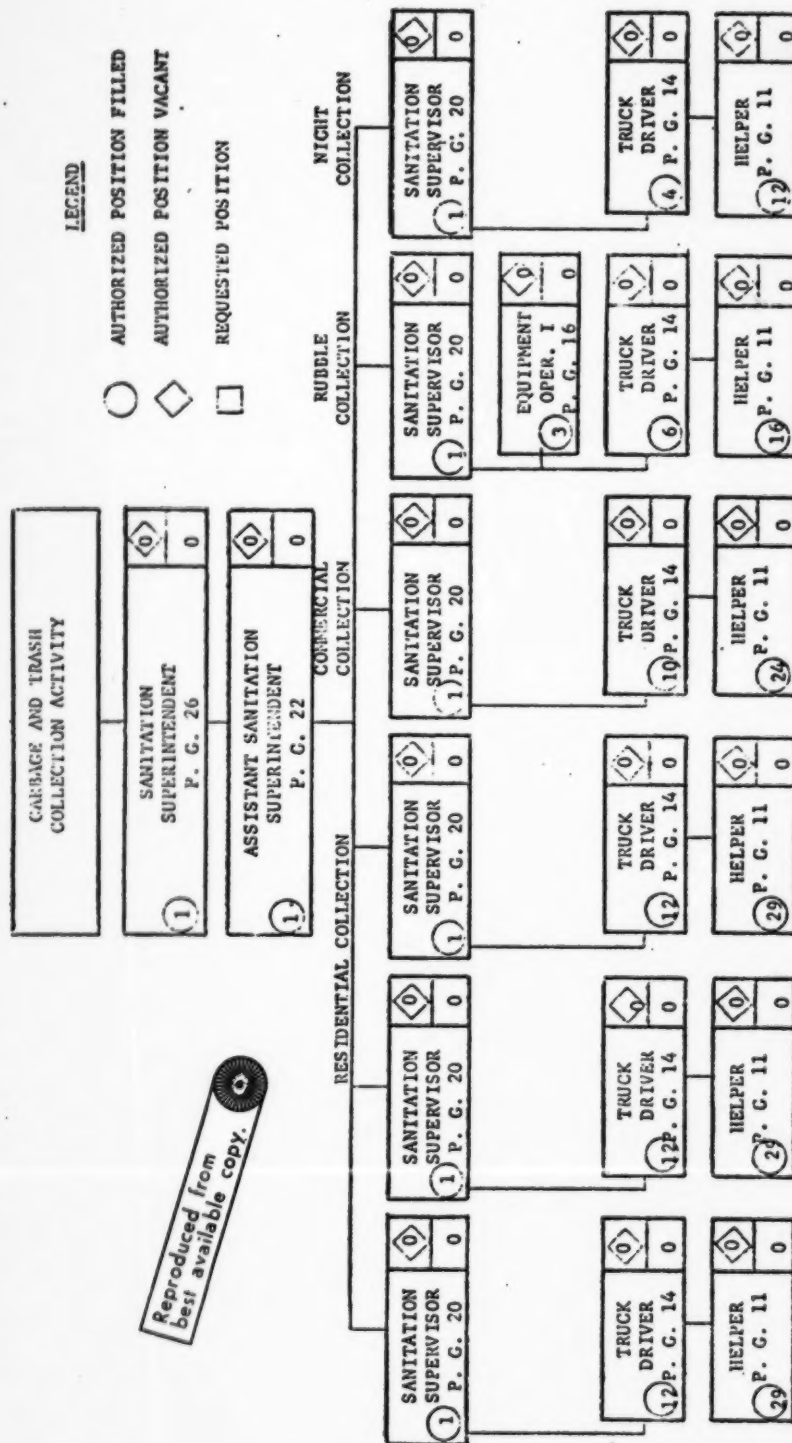


FIGURE 6: URBAN SERVICE DISTRICT ONE - COLLECTION FUNCTION ORGANIZATION

route types take approximately six hours to complete. This time includes two trips a day to a landfill site with an average one-way haul distance of 11 miles which takes 22 minutes.

Collection is performed utilizing 20 cubic yard packer trucks and 13 cubic yard open-top, non-compacting trucks. Both are manned by one driver and two collectors, but the driver does not assist in collecting wastes. Collection is made only from containers or localized wastes placed on the curbside so that the distance from the truck to the storage point is seldom more than 10 feet. If convenient, both sides of the street are collected simultaneously. The collectors may ride or walk between stops. The average collection time per stop is estimated at slightly below 20 seconds. One reason for this low collection time per stop is the use of plastic and paper bags by approximately 40 percent of the residents serviced.

Collection functions are structured so that separate collection services are performed for:

- Mixed refuse
- Trash
- Bulky items (called rubble by the city)

Mixed refuse is defined to be all wastes generated within a dwelling unit, putrescibles and non-putrescibles, but excluding bulky items as defined below. Trash is defined to be all non-putrescible, non-bulky wastes generated within a residence and on its surrounding lot. Bulky items include construction and demolition debris. The manner in which collection service is performed for each of these waste categories is described below.

5.1.4: Manpower/Equipment Allocation

A total staff of 206 men is involved in the collection function in Jacksonville. This includes one superintendent, one

assistant superintendent, six supervisors, three equipment operator I's, 56 truck drivers, and 139 helpers. The manpower allocation is presented in Table 6. The multiple use of these personnel for different collection activities causes some overlapping, so that the totals shown in Table 6 may not sum to the numbers shown in any row or column. The reason for this overlapping is explained in more detail in the "Collection Schedule" section below.

Equipment allocation is also given in Table 6. Again, multiple use of collection equipment for different collection activities accounts for the fact that the equipment total on this chart is not the sum of all the equipment listed. Also, the total number of packers listed on the chart (45) is less than the actual number of packers (56) owned by the city. The city has been gradually reducing the number of vehicles as its collection system grows more efficient, resulting in a slight surplus of older packers. Also, a number of standby vehicles are required to permit packers to be taken out of operation for regular maintenance and are used as emergency replacements.

5.1.5: Collection Schedule

Collections from residential sources are performed during daytime and only curb-side service is provided. Where back alleys exist, service is provided on these lanes as well. All mixed solid waste (putrescible organics and trash) that can be containerized are collected twice weekly, on a Monday - Thursday or Tuesday - Friday basis. Thirty-seven crews work on Monday, but only 35 are used on Thursday when solid waste loads are expected to be less and crews can cover a longer route. Similarly, while 35 crews work on Tuesday, only 34 crews are required on Friday. The Tuesday - Friday schedule includes one alley route which is serviced on both days. On Wednesday, all residential containerized collection crews and equipment are utilized for "rubble" or trash pick-up. This excludes putrescible matter and

TABLE 6: TOTAL MANPOWER AND EQUIPMENT ALLOCATION FOR URBAN SERVICE DISTRICT ONE

Personnel ^{1/} Function	Mixed Refuse	Trash ^{2/}	Bulky ^{3/}	Commercial		Street Cleaning and Curbs	Disposal	Administration	Totals ^{5/}
				Day	Night				
Laborer	87	87	16	24	12	27	21	1 4/	188
Driver	36	36	6	10	4	—	7	—	63
Equipment Operator	—	—	3	—	—	9 7/	30	—	42
Supervisor	3	3	1	1	1	5	8	—	19
Clerical/Secretarial	—	—	—	—	—	—	—	4	4
Dispatcher	—	—	—	—	—	—	—	2	2
Equipment coordinator	—	—	—	—	—	—	—	1	1
Management	—	—	—	—	—	—	—	1	1
TOTALS	126	126	26	35	17	41	66	9	320
Equipment									
Packer (20 cubic yards)	36	36	—	19	4	—	—	—	45 6/
Open Bed Truck (13 cubic yards)	—	—	8	—	—	1	—	—	9
Clamshell Front End Loader	—	—	3	—	—	—	—	—	3
Mechanical Sweeper	—	—	—	—	—	8	—	—	8
Pick-up Truck	—	—	—	—	—	3	—	—	3
Street Vacuum	—	—	—	—	—	2	—	—	2
Sand Truck	—	—	—	—	—	—	7	—	7

TABLE 6: (CONT'D.)
TABLE NOTES

- 1/ Allocations derived from organization chart and do not precisely reflect the true system.
- 2/ Trash or "rubble" crews are composed of mixed refuse crews on the Wednesday trash collection.
- 3/ Bulky item pick up crews work a regular work week and augment trash collection crews on Wednesday. They are on a task incentive system similar to that enjoyed by the regular mixed refuse and trash collection crews.
- 4/ One maid assigned to the administration offices.
- 5/ These totals do not include the trash column because of the dual nature of the mixed refuse and trash collection crews.
- 6/ The city currently owns 56 twenty-yard packer trucks. The total along this line is based on 36 daytime mixed refuse crews and 9 daytime commercial crews. Night commercial crews are not included.
- 7/ Eight of these nine men are formally classified as truck drivers but they operate mechanical sweepers.

includes all wastes that cannot be practically containerized. Thus, from 34 to 37 crews are available for this purpose on Wednesday. In addition, the city operates six "rubble" routes on Monday and Thursday and seven "rubble" routes on Tuesday and Friday. These crews continue "rubble" collection on Wednesday, resulting in a total of 41 "rubble" collection crews that are available on Wednesday. As is evident from the varying number of routes on each day, there is considerable interchangeability in crew allocation. For example, on Tuesday there is one less containerized refuse collection route than on Monday, but one more "rubble" or uncontainerized trash collection route than on Monday, one crew being shifted from one type of collection activity to another. Thus, greater efficiency in the system is achieved by multiple use of crews and equipment according to actual needs.

Collection from commercial and industrial sources is provided seven days a week, with each service point receiving an average of four pick-ups per week. On Monday through Friday, nine commercial routes are operated in the daytime, and four routes are operated at night. In addition, two commercial routes are operated on Saturday and four routes on Sunday, both in the daytime. As with residential service, the Sanitation Division has tried to optimize its use of crews and equipment through multiple crew assignments. The crews and equipment that work the two Saturday commercial routes work on a Saturday-to-Wednesday, five-day per week basis, converting on Monday and Tuesday to containerized residential collection crews. This accounts for the two extra containerized residential crews on Monday and Tuesday, as compared to the number of containerized residential collection crews operating on Thursday and Friday. The additional two commercial collection crews which start work on Sunday and work on a Sunday-to-Thursday, five-day per

week basis are used to supplement any absenteeism that may occur Monday through Thursday on the other daytime collection routes.

This scheduling is listed in Table 7, and illustrates the complexity of the Jacksonville system. The number and distribution of routes shown is not constant because of varying manpower and equipment availability and actual needs on any one day. The manpower/equipment allocation schema can certainly be described as flexible in nature.

5.1.6: Quality of Service

Although complaint data records are not maintained, the quality of service appears to be satisfactory. It was estimated that in 1972 an average of 50 service complaints were received per day. This has been reduced to an average of only 10 complaints per day (less than .03 percent), mostly for missed pick-ups. The length of time from notification to rectification of a problem is eight hours or less. A collection vehicle is normally sent back the same day the complaint is received. Complaints are received centrally at the Division of Sanitation.

5.2: Efficiency of the System

Accurate data on the quantities of various types of solid wastes collected in USD-1 were not available, as no scales were in operation at any of the sites. However, scales are now being installed and an accurate account of the quantity of wastes being disposed will be kept in the future. Present estimates of waste quantities are based upon a 1970 study of the city solid waste management system with projections of an increase in solid waste generation of five percent per year.

A description of USD-1 parameters, of the waste amounts generated therein, of the collection and disposal system, and the

TABLE 7: URBAN SERVICE DISTRICT ONE COLLECTION SCHEDULE

Days	Crew Allocation
Sunday	4 Commercial in Daytime
Monday	37 Residential in Daytime 9 Commercial in Daytime 4 Commercial at Night 6 Rubble pick-up routes in Daytime
Tuesday	35 Residential in Daytime 1 Residential alley route in Daytime 9 Commercial in Daytime 4 Commercial at Night 7 Rubble pick-up routes in Daytime
Wednesday	9 Commercial routes in Daytime 4 Commercial routes at Night 41 Rubble pick-up routes in Daytime
Thursday	35 Residential in Daytime 9 Commercial in Daytime 4 Commercial at Night 6 Rubble routes in Daytime
Friday	33 Residential in Daytime 9 Commercial in Daytime 1 Residential alley route in Daytime 4 Commercial at Night 7 Rubble routes in Daytime
Saturday	2 Commercial in Daytime

costs of these systems is presented in Table 8, along with various ratios used to measure the cost and productivity efficiencies of the system.

As is evident from Table 8, the solid waste management system in Jacksonville exhibits fairly normal characteristics in the amount of wastes generated, collection parameters and ratios, and costs of operation. The waste generation rate is what would be expected for a southern heavy foliage area. The curb-side collection service helps to keep collection costs at a reasonable level. The frequency of residential collection is actually quite high as the residents receive not only the twice-a-week refuse service, but also once-a-week trash and bulky pick-up service. Crew sizes are at the level of three men per truck and the average work day is comparable with other major cities which operate on a task incentive basis. The wages for laborers and drivers are low compared to northern and west coast cities, but comparable to those of other Florida cities. Collection costs are at a reasonable level. The costs for collecting mixed refuse, trash, and bulky items in USD-1 from residential units only is estimated to be \$30.11 per residential unit per year, which is slightly lower than the \$33.50 per residential unit per year charged by private sector contractors in the General Services District. However, the private sector must pay disposal fees at the landfill sites which, at \$2.50 per ton and a household generation rate of 1.79 tons per year, results in disposal costs of \$4.48 per dwelling unit per year. Hence, the collection cost to customers of the private sector is \$29.03 per dwelling unit per year. It is difficult to compare the costs in the GSD and USD-1 because the USD-1 system provides service to 8,540 commercial units (a service for which private contractors charge separately in the GSD) and also provides street cleaning service (a service not provided in the General Services District).

TABLE 8: (CONT'D.)
ASSUMPTIONS AND COMMENTS

1/ Extrapolated from 1960 and 1965 population figures for the old City of Jacksonville.

2/ Estimated by Sanitation Division.

3/ Based on operational data supplied by Sanitation Division management.

4/ Size is limited to a maximum container size of 30 gallons. The number of containers is not limited.

5/ Based on two trips per day to the landfill site and a fuel consumption rate of 1.5 miles per gallon.

6/ Based on the total division expenditures, less disposal costs and \$320,150 paid by the collection function to the disposal function for services rendered. Street cleaning is a distinct cost center and expenses for this operation were taken directly from the Fiscal Year 1972-1973 Budget with a calculated fraction of administrative costs added in (based on street sweeping manpower to total division manpower).

The cost allocation to the different collection functions, excluding street sweeping, was made by first allocating the administrative expenses to the total collection function with the manpower ratio, and then factoring this sum using the ratios of manpower assignments to the total collection manpower.

7/ The value entered here is the charge to the collection operation by the disposal operation for the waste collected by city forces. It is not the cost of the disposal operation which, when administrative expenses are proportionally included, is \$981,034. It is noted that the USD-1 public sector disposal sites accept wastes from all sources for a fee and the disposal site loading is far in excess of the city collection.

Thus, the actual total cost of residential solid waste removal USD-1 is \$37.58 per residential unit per year, if street cleaning and commercial pick-up activities are included. The collection cost per commercial unit is \$69.07 per year.

5.3: Street Cleaning

The Street Cleaning and Curbs Section of the Division of Sanitation is directed by a Sanitation Superintendent, assisted by one Assistant Sanitation Superintendent and one Sanitation Supervisor. Reporting to these supervisors are two labor foremen, each of whom supervises four truck drivers and 13 to 14 helpers. An Equipment Operator I also reports to both labor foremen. The organization of the street cleaning and curbs activity is shown in Figure 7.

The city possesses eight mechanical brooms, two street vacuums, three pick-up trucks, and one 13 cubic yard open-bed truck for street cleaning purposes. These are used to cover different parts of Urban Services District One, except at the end of each day when one main spot is chosen for a major clean-up effort and all equipment and manpower are concentrated there.

The responsibilities of the Street Cleaning and Curb Section include dead animal pick-up, roadside clean-up, offstreet parking sweeping, mechanical street sweeping, and litter container placement. This section's truck drivers are used to operate the mechanical brooms and street vacuums. Four helpers are used to drive pick-up trucks to collect dead animals from the street right-of-way. The remaining helpers are used to clean the sidewalks and roads of litter.

5.4: Disposal Methods

The disposal system in Jacksonville consists entirely of landfills, five operated by the city and five operated by the private sector. Incineration has been virtually excluded because

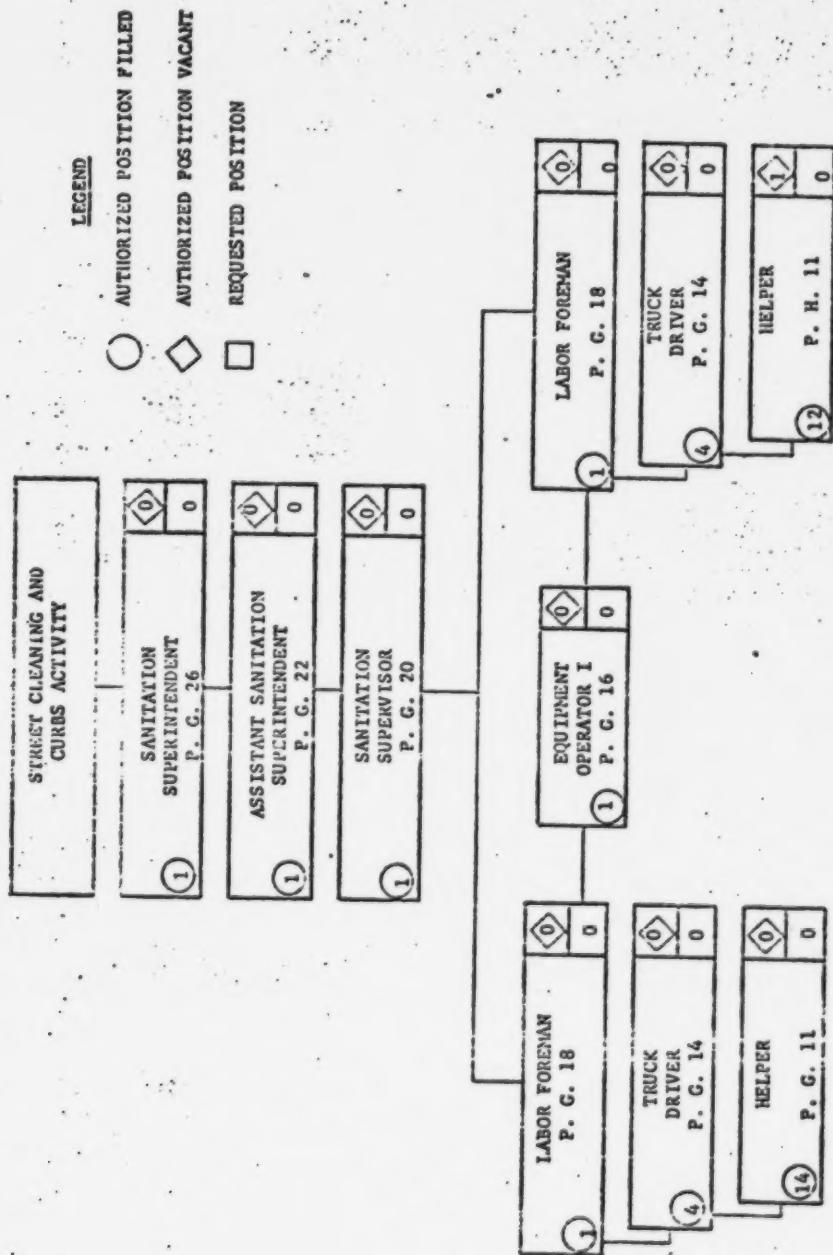


FIGURE 7: URBAN SERVICE DISTRICT ONE - STREET CLEANING & CURBS ORGANIZATION

of relatively high costs and, more recently, because of stringent air pollution control legislation. However, since most of Jacksonville is at or very close to sea level, the area experiences a high water table and any form of landfilling or excavation requires consideration of this problem.

The sanitary landfill and trash disposal sites now in operation or in the planning stage in the City of Jacksonville are summarized in Table 9.

5.4.1: Authorization and Regulation

The Environmental Health Branch of the Jacksonville Public Health Division has the responsibility for monitoring the operation of sanitary landfills and trash disposal sites in the City of Jacksonville under a contract agreement with the Florida State Department of Pollution Control. The Florida State Department of Pollution Control is responsible for enforcement of the provisions of Chapter 10D - R of The Sanitary Code of Florida (which responsibilities were recently transferred to it from the Florida Division of Health). The relevant portions of this chapter are presented in Table 10 which also includes state rules for operation of sanitary landfills.

In addition to the State Code, the Public Health Division has responsibility for enforcement of Chapter 618 of the City Health Code (Ordinance #71-492-196, Section 1) with respect to the disposal of garbage and refuse in the City of Jacksonville. A procedure has been developed for potential site review by various agencies including: Planning Board, Bio-Environmental Services Division, Utility Regulatory Board, Public Works Department, U.S. Geological Survey, and others who would have some type of interest in the establishment and operation of sanitary landfills. After review by these various agencies, each application is formally submitted to the City Council for final approval and issuance of the appropriate certification.

TABLE 9: JACKSONVILLE LANDFILLS

NAME: City Landfill LOCATION: Old Ineson Airport off Gun Club Road OPERATOR: City of Jacksonville DUMPING: City, General public, Sanitary Garbage Service, Oceanway Garbage Service TYPE MATERIAL ACCEPTED: Garbage, trash, rubbish and tires APPROXIMATE OPERATIONAL LIFE: One year PROBLEM AREAS: Potential ground and stream pollution, cover material must be hauled, and equipment shortage. NOTE: Land owned by Del Webb.	NAME: Sanitary Garbage Service Landfill LOCATION: Winton Drive OPERATOR: Sanitary Garbage Service DUMPING: Sanitary Garbage Service TYPE MATERIAL ACCEPTED: Trash and rubbish only (No Garbage) APPROXIMATE OPERATIONAL LIFE: One and a half years PROBLEM AREAS: Non compliance with Chapter 619 City Health Code. Stream pollution. NOTE: Public Health Division recommended that the City seek approval to complete the filling of this borrow pit as soon as possible. April 6, 1973 engineering plans submitted by City for certification as a trash dump.
NAME: City Trash Dump LOCATION: Picketville Road OPERATOR: City of Jacksonville DUMPING: City and General public TYPE MATERIAL ACCEPTED: Trash, rubbish, chemical waste, tires, appliances, junk cars APPROXIMATE OPERATIONAL LIFE: Late 1974 PROBLEM AREAS: None	NAME: Garbage Collectors, Inc. Landfill LOCATION: Hammond Boulevard & Crystal Springs Road OPERATOR: Garbage Collectors, Inc. DUMPING: Garbage Collectors, Inc., City of Baldwin, Private business on contract TYPE MATERIAL ACCEPTED: Garbage, trash, rubbish, demolition material APPROXIMATE OPERATIONAL LIFE: Four - five years PROBLEM AREAS: Ground water and stream pollution, lack of cover and equipment.
NAME: City Trash Dump LOCATION: Stetson Road OPERATOR: City of Jacksonville DUMPING: City and General public TYPE MATERIAL ACCEPTED: Trash, rubbish, tires and appliances APPROXIMATE OPERATIONAL LIFE: Two years PROBLEM AREAS: None	NAME: Refuse Service, Inc. Landfill LOCATION: 6400 Block of Ricker Road OPERATOR: Waste Management, Inc. DUMPING: Waste Management, Inc., Waste Control, Westside Sanitary Service TYPE MATERIAL ACCEPTED: Garbage, rubbish and trash APPROXIMATE OPERATIONAL LIFE: One year PROBLEM AREAS: None NOTE: Application and plan received to extend landfill to adjacent borrow pit to southeast.
NAME: City Trash Dump LOCATION: Sandler Road OPERATOR: City of Jacksonville DUMPING: City and General public TYPE MATERIAL ACCEPTED: Trash, rubbish, tires and appliances APPROXIMATE OPERATIONAL LIFE: Three - four years PROBLEM AREAS: Illegal dumping	PROPOSED NAME: Refuse Service, Inc. LOCATION: 6600 Block Ricker Road OPERATOR: Refuse Service, Incorporated DUMPING: Refuse Service, Inc. and Waste Control TYPE MATERIAL ACCEPTED: Garbage, trash and rubbish APPROXIMATE OPENING DATE: 1974 APPROXIMATE OPERATIONAL LIFE: Four years (42 acres on site)
NAME: Jacksonville Beach Landfill LOCATION: 9th Street -- South Jacksonville Beach OPERATOR: City of Jacksonville Beach DUMPING: Jacksonville Beach, Neptune Beach, Atlantic Beach, Jacksonville Beach and Waste Control and commercial businesses. TYPE MATERIAL ACCEPTED: Garbage, trash and rubbish APPROXIMATE OPERATIONAL LIFE: Three - four months PROBLEM AREAS: Inadequate cover material	PROPOSED NAME: Jacksonville Beach LOCATION: Off 9th Street, South Jacksonville Beach OPERATOR: Jacksonville Beach DUMPING: Neptune Beach, Atlantic Beach, Jacksonville Beach and Waste Control and commercial businesses. TYPE MATERIAL ACCEPTED: Garbage, trash, and rubbish APPROXIMATE OPENING DATE: Late 1973 (if approved) APPROXIMATE OPERATIONAL LIFE: Five years -- longer if incinerator provided.
NAME: Waste Control Landfill LOCATION: Sunbeam Road OPERATOR: Waste Management, Inc. DUMPING: Refuse Service, Jax. Waste Control, A & N Garbage Co. TYPE MATERIAL ACCEPTED: Garbage, rubbish and trash APPROXIMATE OPERATIONAL LIFE: Seven - eight years (228 acres) PROBLEM AREAS: Potential seepage from garbage cells to ground and surface waters.	NAME: Rondette Lake LOCATION: Ft. Caroline Road OPERATOR: City of Jacksonville AUTHORIZED DUMPING: City of Jacksonville, A & N Garbage Co., General public TYPE MATERIAL ACCEPTED: Garbage, trash and rubbish OPENING DATE: May 1973 APPROXIMATE OPERATIONAL LIFE: Less than one year



TABLE 10: THE SANITARY CODE OF FLORIDA - CHAPTERS ON SOLID WASTE DISPOSAL

170C-10.06 Disposal of garbage and rubbish.—

(1) Garbage, offal, dead animals and manure, or rubbish mixed with garbage, offal, dead animals and manure; or any combination thereof, shall be disposed of by incineration, burial, sanitary landfill or other method approved by the board. Such materials shall not be disposed of by being placed in any natural or artificial body of water or on the water shed of any surface public water supply; nor within one-half mile of any habitation or place of business where it may become a sanitary nuisance or menace to health through the breeding of flies and/or harboring of rodents; nor shall such material be dumped on or upon public highway, road or alley of this state or within one-half mile of such public highway, road or alley or other place except when said material has been rendered completely stable by a process approved by the board. The responsibility for disposal of dead animals, etc., shall be carried out at the owner's expense.

(2) Sanitary landfills, incinerators, composting operations and any other garbage and rubbish disposal or stabilizing method or device shall be maintained and operated in a sanitary nuisance free manner.

(3) No food or food products of any kind incorporated into garbage or otherwise deposited at a garbage disposal area or operation of any type shall be recovered and utilized for human consumption.

General Authority: 381.001 (1) (a) 3 FS Law Implemented 381.031 (1) (a) 3 FS 386, FS

170C-10.07 Sanitary landfills.—

(1) Responsibilities—

(a) Counties and mosquito control districts participating in the state arthropod control program and which operate or propose to operate one, or more, sanitary landfills, shall comply with provisions of Chapter 388 F.S. and all applicable provisions of this chapter.

(b) Counties, municipalities, individuals, corporations or organizations not subject to the requirements of Chapter 388 F.S. which operate or propose to operate, one, or more, sanitary landfills, shall comply with all applicable provisions of this chapter. They shall submit to the local health department of the county in which the landfill operation is proposed, an operational work plan including a map showing proposed work locations.

(c) Following receipt of the proposed operational work plan from the local health department, the board will review said plan and make such field investigations deemed necessary prior to approval, or disapproval, of the proposal. Approval by the board shall be received before operations are initiated.

(d) Landfill site locations may be changed at any time provided no radical change is made from the original plan and local health department approval is obtained prior to re-locating.

(2) Operations—Topography of Florida is such that sites which vary from high dry ground to low lying ponded areas must be utilized for landfill operations. When working in watered areas the trench or pit should be kept de-watered during operating periods.

(a) A separate disposal area shall be provided for rubbish. This material may be burned only when atmospheric conditions are satisfactory and no nuisance will result from such burning in accordance with local health department recommendations.

(b) Separate trenches shall be provided for the disposal of offal and dead animals and for the disposal of sewage sludge from septic tanks and other sources. Material in such trenches shall be covered with six (6) inches of earth at the end of each day. The final covering of such trenches shall consist of at least a twenty-four (24) inch depth of sand, sandy loam or similar cover materials. A lesser depth of other soil types may be permitted following approval of the board.

(c) The site of operations shall be easily accessible by trucks and cars. An all-weather road shall be maintained at all times to the location where garbage is dumped.

(d) Garbage shall be disposed of by compacting and all exposed surfaces of the compacted materials shall be covered with earth to form a closed cell at the end of each day's operation.

(e) The face of the working fill shall be kept as narrow as is consistent with proper operation of trucks and equipment in order that the area of waste material exposed during the operating day will be minimized.

(f) Burning of garbage prior to covering shall not be permitted except in unusual circumstances as approved by the board.

(g) Garbage shall be placed in layers not exceeding a compacted depth of six (6) feet. There shall be at least a twenty-four (24) inch depth of sand, sandy loam or similar cover material used to close out each cell. A lesser depth of other soil types such as clays, gums and crushed rock may be permitted following approval of the board. Operations compacting depths less than six (6) feet may reduce the daily earth cover proportionately; provided, that not less than six (6) inches of cover material is used in closing out each day's operation. A final cover depth of twenty-four (24) inches of compacted earth shall be used in closing out all cells unless otherwise approved by the board.

(h) Where the top of the compacted fill is above normal ground elevation, side slopes shall have a minimum cover of twenty-four (24) inches, unless otherwise approved and a slope of not less than two (2) feet horizontally to one (1) foot vertically. The top of the fill shall be graded so as to drain all waters from the surface. Slopes should be seeded with grass promptly after completion.

(i) Water spraying of exposed waste material and adjacent surfaces shall be used when necessary to allay dust.

(j) Blowing of papers shall be prevented, insofar as possible, by the use of movable fencing or other appropriate means. The landfill and immediate surrounding area shall be kept in a clean condition.

(k) Where scavengers are permitted, they shall be adequately supervised and not allowed to interfere with operations.

(l) Collections of surface water resulting from landfill operations shall be drained, eliminated by filling or treated with effective chemicals as a temporary measure in order to prevent mosquito production and disagreeable odors.

(m) The agency or person responsible for construction and operation of the landfill shall maintain an inspection program for the control of rodents. After filling operations are completed, the maintenance program shall be continued until the fill has become stabilized to assure prompt repair of cracks, depressions and erosion of the surface and side slopes.

(n) Operation and maintenance shall be under the direction of a qualified person.

(o) An operation report form shall be submitted monthly concerning daily operations.

General Authority: 381.001 (1) (a) 3 FS Law Implemented 381.031 (1) (a) 3 FS 386, FS History: Amended 10-20-94

5.4.2: City Disposal System Organization

The City of Jacksonville operates five landfill sites for disposal wastes collected by city crews in Urban Services District One. These disposal sites are located in the four quadrants of the city as illustrated in Figure 8. However, only two sites, the Imeson and the Rondette landfills accept garbage along with trash and other materials. The other three sites are restricted to acceptance of trash, rubbish, tires, appliances, and other non-putrescible matter.

The Jacksonville solid waste disposal system is directed by a Sanitation Superintendent who reports to the Chief of the Division of Sanitation. One Assistant Sanitation Superintendent aids the Sanitation Superintendent. Six Sanitation Supervisors report to the superintendents. Of these, one is responsible for the Imeson and Rondette Lake Landfills, one for the Stetson Road Landfill, two for collection of disposal fees, and one each for the remaining two trash disposal sites. This organization structure is shown in Figure 9.

5.4.3: City Landfills

The bulk of the solid wastes from Urban Services District-One are taken to the Imeson Industrial Park Sanitary Landfill which accepts an average of 500 tons per day. This landfill is situated on the site of the old Jacksonville Imeson Airport which is now closed. The location of this site with respect to the surrounding city is shown in Figure 10. The landfill will ultimately cover a total area of 180 acres, and is estimated to have a five-year life span of which three years already have been exhausted.

The proximity of this landfill to the St. Johns River at a point which must be passed by all navigation into the city is not quite as surprising as the existence of a natural pond right



FIGURE 8: DISPOSAL SITE LOCATIONS

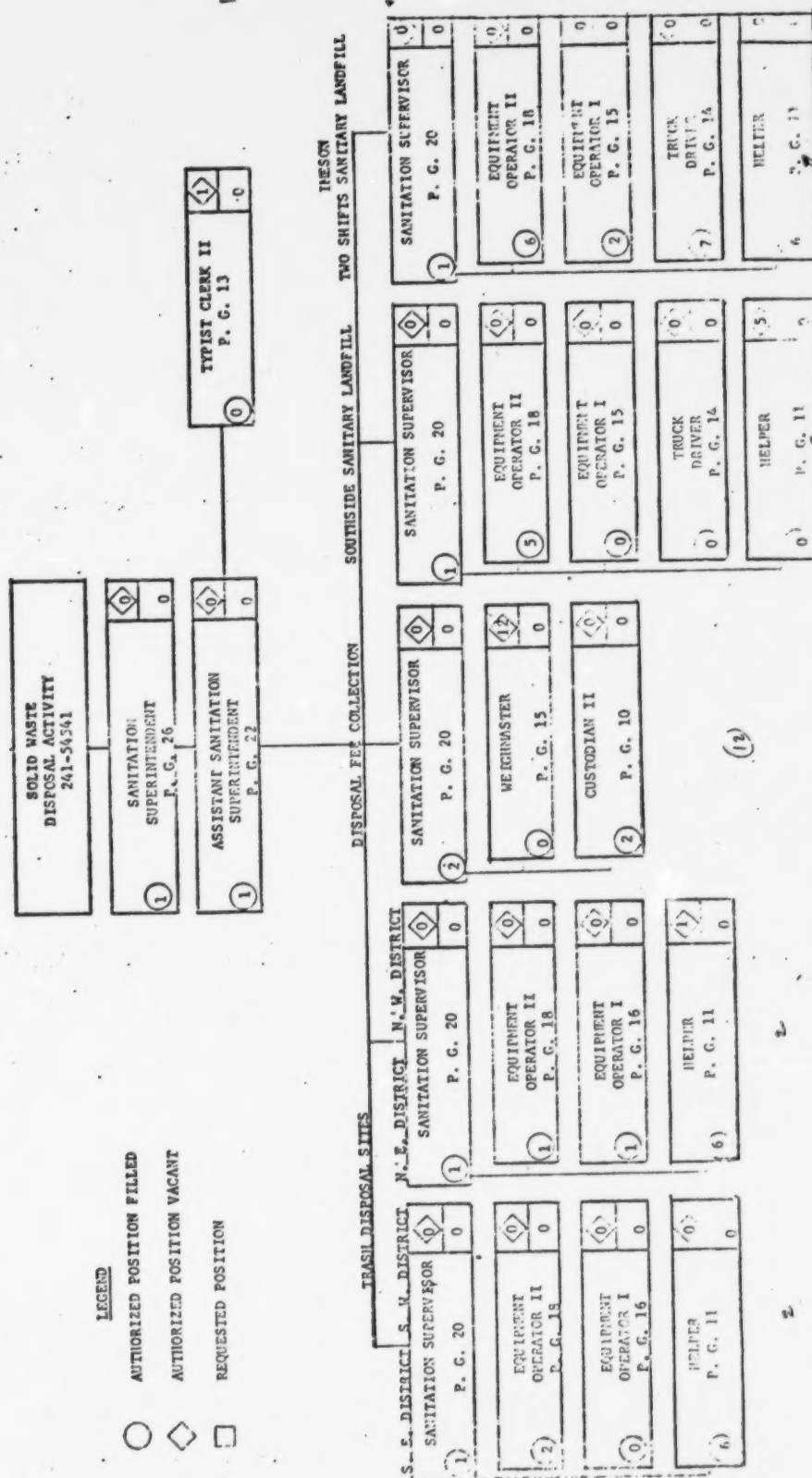


FIGURE 9: ORGANIZATION OF SOLID WASTE DISPOSAL ACTIVITY FOR URBAN SERVICE DISTRICT ONE



FIGURE 10: IMESON INDUSTRIAL PARK SANITARY LANDFILL LOCATION

in the heart of, and almost completely surrounded by the landfill. The landfill has been designed to drain surface runoff into the pond, referred to as an oxidation pond, which in turn drains into Drummond Creek and then into the St. John's River, the main navigation artery for Jacksonville. The position of the landfill with respect to surrounding drainage is shown in Figure 11.

A cross-section of the design of this landfill is shown in Figure 12. What was previously marsh land, between the higher land on which the runways are situated and the lower area which leads to the pond, is now being filled. The landfilling process starts with the deposit of demolition and other non-putrescible wastes to the level of the bottom of the pond. This is followed by constructing a berm of clean sand to a height of 14 to 16 feet above pond water level and between the area to be filled and the pond. Solid waste containing putrescibles is then laid in cells starting from the runway side (higher ground). The waste is placed on top of the initial layer of non-putrescible material that had been put down. This process is continued until the sand berm is reached and a final cover of two feet of dirt is placed on the fill. Mulch and seeds are added to the final cover material as an attempt to prevent erosion before the soil has become stable. The depth of the fill is equivalent to the height of the sand berm above the level of the pond at the lower end of the fill. A natural surface drainage slope of .005 feet per foot is given to the fill, thus determining the depth of the fill as the higher side.

The entire area is being filled by working a specific section between the runway and the pond, then proceeding to an adjacent section bordering the pond. Ten to twenty foot wide drainage ditches are left between each section worked. This rotational method of using up the fill area is shown in Figure 13. The width of a particular section to be worked, and its limiting boundaries, are determined by considering the natural drainage of the site.

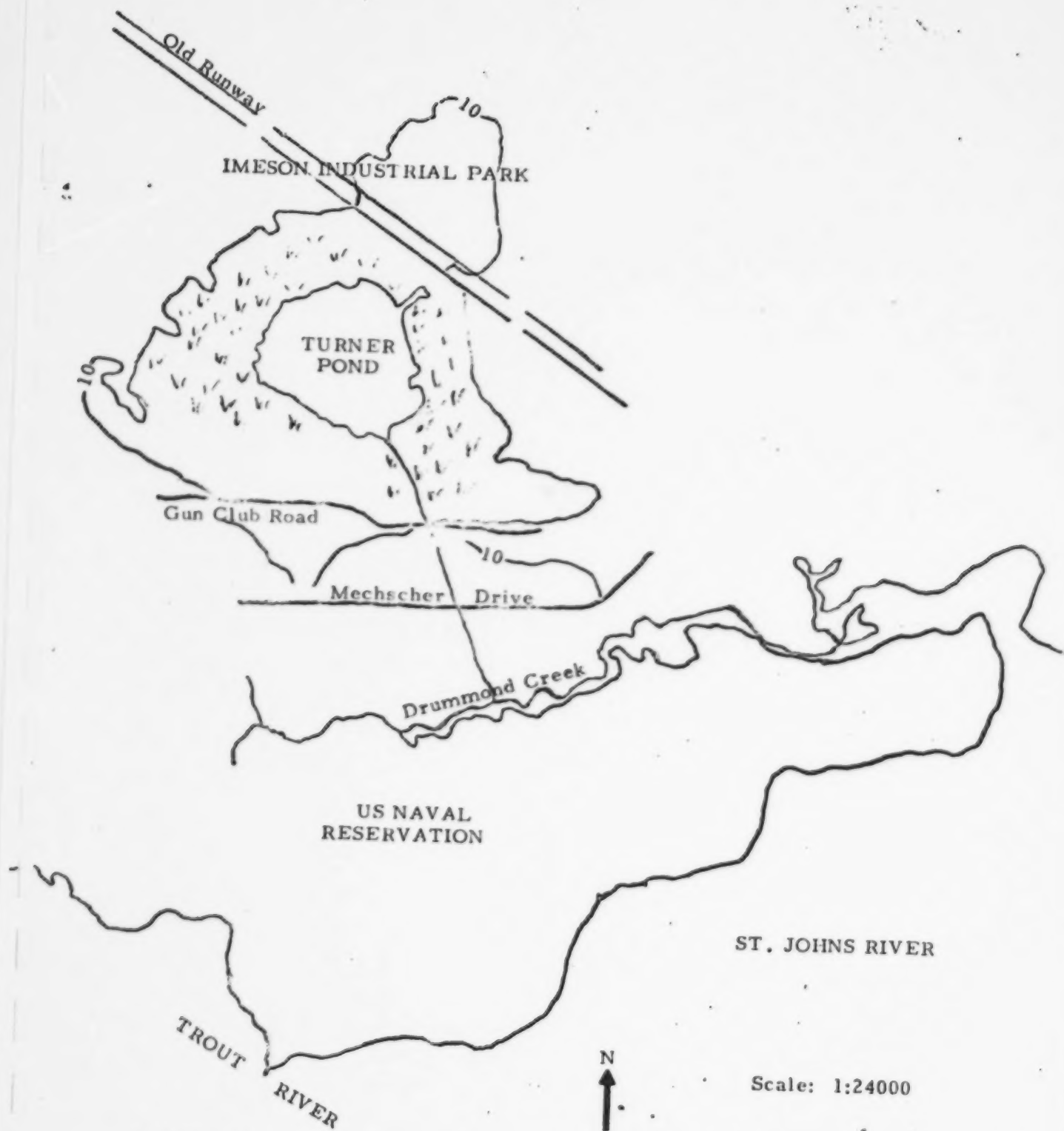


FIGURE 11: DRAINAGE SURROUNDING IMESON LANDFILL

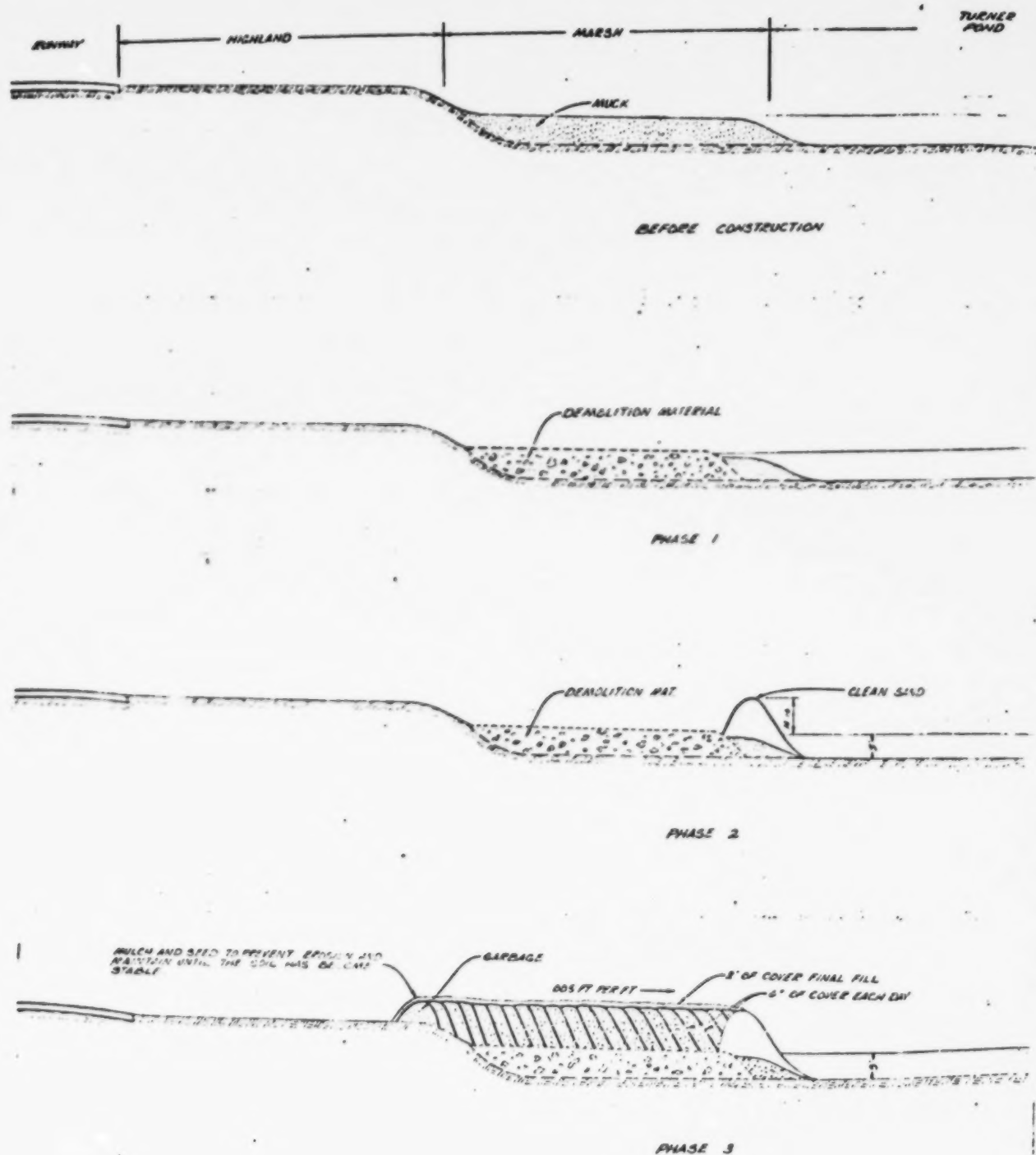


FIGURE 12: CROSS-SECTION OF IMESON LANDFILL

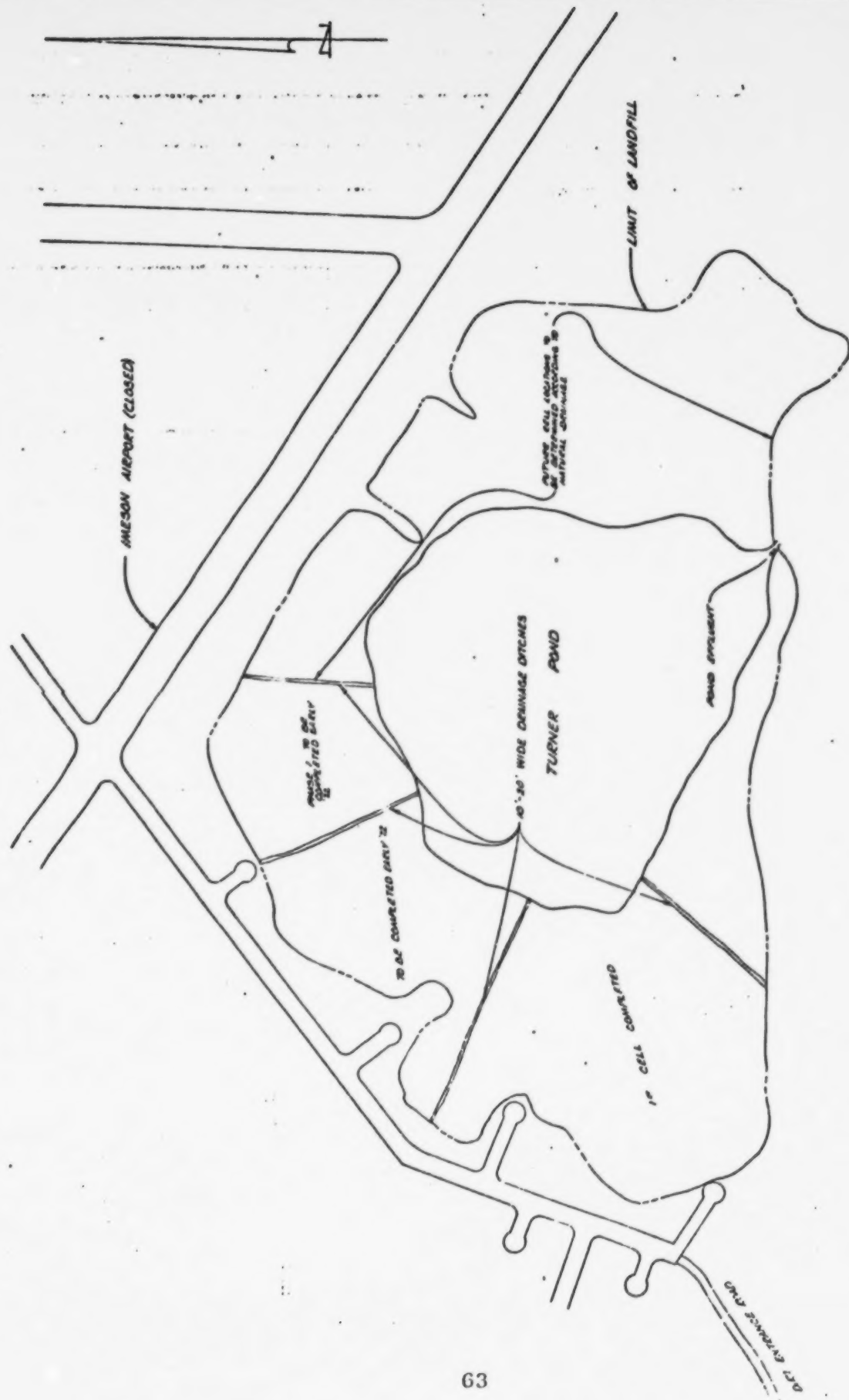


FIGURE 13: SECTIONAL FILLING OF IMESON LANDFILL

The Imeson Industrial Park Landfill is operated on a seven day per week basis, from 7 A.M. to 11 P.M. on weekdays, and from 7 A.M. to 7 P.M. on Saturdays and Sundays. Weekdays are worked in a two-shift basis, from 7 A.M. to 3 P.M. and from 3 P.M. to 11 P.M. There are 14 employees on the first shift, six on the second shift, and one security man on duty whenever the site is closed. On weekends only four men are employed. Details of the staffing of this site are presented in Table 11.

Ten pieces of equipment are permanently located at this site. This includes a front-end loader, a compactor, bulldozers, dump trucks, a pickup, and a scale.^{1/} In addition, an air truck and a road grader service this site as well as the other four sites operated by the city. The air truck is used to blow radiator cores free of debris. Also brought to the site whenever needed are an extra front-end loader, bulldozer, and water truck. Details of the equipment at this site are presented in Table 12.

The Rondette Lake Sanitary Landfill is located on the south side of the St. John's River in the Arlington area. Operations were initiated on May 1, 1973. The rear third of this ten acre site was filled by October 1, 1973 and was transferred to the Recreation Division for park development. The remaining area of the site will be similarly transferred early in 1974 after it has been filled. The present site loading is 100 tons per day. A ten month lease has been negotiated for an additional site on Salisbury Road to provide service in this area pending the acquisition of major sites. Presently, negotiations are underway towards this goal but the details are not yet available for publication.

The Picketville Road disposal site has the largest loading of Urban Services District-One non-putrescible wastes - 200 tons

^{1/}The scale was being installed at the time of the site visit.

TABLE 11: EMPLOYEES AT IMESON LANDFILL

Staff ^{1/}	7 a.m.-3 p.m. Shift	3 p.m.-11 p.m. Shift	Saturday - Sunday	Salary (per month)
Supervisors	1			\$791.
Equipment Operator II	5	1		712.
Equipment Operator I	1		1	663.
Truck Driver	3	2	1	647.
Helper	3	2	1	570.
Weigh Master	1	1	1	654.
TOTAL	14	6	4	\$4037.

^{1/} One security guard @ \$570/month also employed, working
11 P.M. to 7 A.M.

TABLE 12: EQUIPMENT AT IMESON LANDFILL

Equipment	No.*	Cost/unit	Total Cost
4 cu. yd. Front End Loader (Catepillar)	1	\$ 45,000	\$ 45,000
Compactor (Rex Trashmaster)	1	56,000	56,000
Bulldozer (Catepillar D-6c)	1	40,000	40,000
Bulldozer (Catepillar D-7)	1	47,000	47,000
12 cu. yd. Dump Truck (Macke)	3	20,000	60,000
Pick-Up	1	2,500	2,500
13 cu. yd. Back-up Dump Truck	1	10,000	10,000
Scale with Scale-House	1	34,000	34,000
Road Grader	1/4	33,000	8,250
Water Truck	1/4	4,000	1,000
Air Truck	1/4	5,000	1,250
TOTAL	10 3/4	—	\$ 305,000

* Fractions indicate part-time usage, as equipment may be shared with other landfill sites.

per day. The site covers 30 acres and was estimated to have a life of six years, of which four and one-half years have already been used. It is located on the site of a deep "borrow" pit. The site is operated from 8 A.M. to 6 P.M. during the summer and from 8 A.M. to 7 P.M. in the winter. There are six employees involved in the operation of this site and a security guard for after hours. There are three pieces of equipment permanently located at this site and it shares the rotating equipment with the other four sites. Details of the Picketville personnel and equipment assignment are presented in Table 13.

The Stetson Road disposal site has a daily loading of 160 tons. It covers an area of 30 acres with a total expected life of three years, of which one and one-half years have already been used. There are six employees involved in the operation of this site, plus a security guard. Four pieces of equipment are permanently located at this site which also has access to the rotating equipment. Details of the Stetson Road personnel and equipment allocation are presented in Table 14.

The Sandler Road disposal site has a 75 tons per day loading and covers an area of 40 acres. This site has a total expected lifetime of ten years, of which five years have already been used. This site is operated from 8 A.M. to 6 P.M. in summer and from 8 A.M. to 7 P.M. in winter. The site employs two full-time workers and one security guard. Only one piece of equipment is utilized full-time on this site, although other equipment is brought in as needed. Details of personnel and equipment on this site are presented in Table 15.

5.4.4: Quality of City Landfill

The United States Geological Survey is under contract to the City of Jacksonville to monitor existent sanitary disposal sites and investigate the adequacy of potential new landfill sites.

TABLE 13: MANPOWER/EQUIPMENT - PICKETVILLE SITE

Personnel	Equipment
1 Supervisor	1 One cu. yd. Dragline
2 Equipment Operator II	1 D-6 c Bulldozer
1 Equipment Operator I	1 1/2 cu. yd. Front End Loader
1 Weighmaster	1 Pick-up Truck
1 Helper	1/4 Road Grader
1 Security Guard	1/4 Water Truck
	1/4 Air Truck

TABLE 14: MANPOWER/EQUIPMENT - STETSON ROAD SITE

Personnel	Equipment
1 Supervisor	1 One cu. yd. Dragline
2 Equipment Operator II	1 D-6c Bulldozer
1 Equipment Operator I	1 1 1/2 cu. yd. Front Loader
1 Helper	1/4 Road Grader
1 Weighmaster	1/4 Water Truck
1 Security Helper	1/4 Air Truck

TABLE 15: MANPOWER/EQUIPMENT - SANDLER ROAD SITE

Personnel	Equipment
1 Weighmaster	1 D-6 c Bulldozer
1 Equipment Operator II	1/4 Road Grader
1 Security Guard	1/4 Water Truck
	1/4 Air Truck

Additionally, it monitors some of the disposal sites maintained by private operators. It submits reports to the city and to the Area Planning Board which assess the desirability of potential sites in terms of the geologic and hydrologic factors.

Although the USGS did not participate in the selection of the present Imeson Road disposal site, the city requested USGS monitoring after a large fish-kill occurred in the adjacent pond. The USGS drilled six wells to monitor effects on ground water as it flowed from the landfill into the pond. Although the testing has not been done long enough to provide definitive results, high levels of trace metals, particularly lead and zinc, have been discovered. The tests also measured for dissolved oxygen, nitrates, chlorides, hardness, conductivity, and temperature.

Since the wells are affected by tidal flows, tests are conducted at both high and low tide in an effort to control for this factor. Also, when the water level of the pond rises after periods of heavy rainfall, the flow is reversed, i.e., from the pond toward the landfill site. This is shown by the high conductivity measured in the tests.

In its analysis of the lateral movement of leachate into the ground water, the USGS believes that the pond may be acting as a polishing pond.^{1/} However, they have no conclusive evidence and, in fact, have no idea how far the trace metals may travel.

The water supply for the city is provided by wells 500 feet deep. The USGS does not see any contamination threat for the immediate future; however, they could not predict long-term effects. They state that surface water does not have an opportunity to seep downward, because of the existing artesian

^{1/} A pond that temporarily arrests the travel of potential pollution (such as trace metals), and hence may be used to monitor the pollution potential of the surrounding landfill.

pressure of 20 feet of water. However, this pressure is decreasing at the rate of about one foot per year, so that in 20 years this factor may be neutralized.

In reviewing sites for future use, the USGS will express preference for landfills in discharge areas, not re-charge areas. It is presently preparing a series of map overlays, using various criteria, to select the most desirable sites. However, the existing geological conditions preclude many sites from meeting standard criteria for landfill sites. Specifically:

1. The water table for the entire area is less than five feet, therefore, solid waste must be dumped into the water table.
2. The soil is extremely sandy, therefore, leachate moves rapidly into lakes and streams.
3. The infiltration rate is moderate to rapid.

The city does not have any problem with slope conditions, since there are not slopes greater than eight percent.

The Jacksonville Area Planning Board is also involved in landfill review. Proposed new sites must be reviewed by the Area Planning Board (APB), as well as the Health Division, and the Bio-Environmental Services Division. The APB inspects the proposed sites and makes a recommendation through medical channels to the City Council for site approval or disapproval. Both city and private sites must be reviewed.

The APB has several criteria for the evaluation of a potential site. These are:

1. compliance with zoning code
2. effect on the surrounding area
3. capacity of existing landfills
4. quantity of waste to be disposed
5. life expectancy of site

The Area Planning Board believes there is a need to make a commitment for alternative disposal methods in light of the new Federal water quality standards to be put into effect. The Bio-Environmental Services Division is monitoring the water quality by sampling and analyzing the USGS wells, the polishing pond, the effluent, and the receiving public waters at monthly intervals.

5.4.5: Private Landfill

The sanitary landfills operated by the private sector firms in Jacksonville faces the same high water table conditions found in the city disposal sites. One of these sites was visited by the survey team during dry weather. The land that was selected is forested but is actually a swamp and needs constant pumping so that operations can proceed in a normal manner. The swamp water that is removed from the site is ultimately drained into an old WPA-constructed drainage canal which serves the local area. It is reported that standing water does hamper traffic at the site during rainy periods.

The landfill technique used is a modified trench method. The dimensions of each trench are about 20 feet wide by 15 feet deep by 600 feet long and earthen dams are constructed every 50 feet or so to create a cellular structure. At the time of the site visit, there was about two feet of standing water in the bottom of certain sections of the ditch.

The disposal procedure starts at one end of the trench and as each cell is completed, it is sealed with fresh cover. This process continues until the entire trench is filled and disposal is then started in a similar and parallel trench.

The overall appearance of the operation is quite good. One trench had been completed and there was no evidence that it was there, aside from a slight rise in the earth to allow

for settling. It should be stated that there is ample cover material on the site due to the excavation required to make the trenches.

The Bio-Environmental Services Division samples and analyzes the drainage ditches regularly. Future wells are planned to monitor any subsurface water quality problems that may develop.

5.4.6: Disposal Projections

Jacksonville has formulated a long range objective for solid waste disposal and anticipated the required capital outlays for this purpose. These projections indicate that from a 1973 solid waste generation rate of 1,500 tons per day, Jacksonville will be producing almost 2,000 tons per day by 1980, and 2,670 tons per day by 1990. This means that Jacksonville's disposal land requirements will increase from the current 65 acres per year to almost 90 acres per year by 1980, and to 129 acres per year by 1990. Thus, between the beginning of 1973 and the end of 1990 a total of almost 1,700 acres will be required. These projections are presented in Table 16.

The capital outlay necessary for this purpose has been projected by the city for the next ten years. Initial planning for a central transfer station is to be begun in 1973, and the station is expected to be constructed and in operation by 1974. An incinerator of 100 ton per day capacity is a possibility foreseen for 1976, with two more of this capacity possibly required in the 1979 to 1983 period. The total capital outlay in 1973 to provide for future disposal requirements is estimated at \$576,000, principally for purchase of 275 acres of land and for design of the transfer station. Disposal capital costs are expected to peak in 1976 when 750 acres of land and a 100 ton per day incinerator are to be purchased. The 1979 to 1983 capital outlay is estimated to total \$9,230,000, due to the

Year	Tons/ Day	Acres Used Per Year	Cumulative Acres	2125 Balance	Alternate Disposal Needed	Land Need Perpetual	Future
70	1295	59	59	1875	129	2670	90
71	1375	63	122	1776	125	2600	89
72	1420	65	187	1654	120	2520	88
73	1500	68	255	1534	116	2465	87
74	1560	71	326	1418	111	2390	86
75	1630	74	400	1307	107	2320	85
76	1700	77	477	1202	102	2250	84
77	1770	80	557	1100	98	2180	83
78	1835	83	640	1002	95	2100	82
79	1900	85	725	907	93	2030	81
80	1965	89	814	814	89	1965	80
81							
82							
83							
84							
85							
86							
87							
88							
89							
90							

TABLE 16: PROJECTIONS FOR LAND DISPOSAL NEEDS

installation of another transfer station and purchase of two additional incinerators of 100 ton per day capacity. This information is presented in detail in Table 17.

5.5: Labor-Management Relations

5.5.1: Number, Type and Salaries

The Jacksonville solid waste management system presently employs 318 people, with nine more currently being recruited to fill vacant positions. The personnel now consist of one manager, seven clerical employees, 21 supervisory positions, 101 skilled laborers, and 188 unskilled laborers. Salaries for this staff range from \$1,475 per month for the manager to averages of \$674 per month for clerical workers, \$781 per month for supervisory personnel, \$598 per month for skilled laborers, and \$459 per month for unskilled labor. All employees below the labor grade of foreman are included in the bargaining of the Local 301 Laborers International Union of North America (AFL-CIO). Details of the solid waste management system personnel are presented in Table 18.

Upward mobility in jobs is achieved by means of promotional exams administered at all levels. Raises in salary are based on tenure. There is a \$20 per month increase in salary awarded for each five years of continuous service to the city.

5.5.2: Fringe Benefits

Benefits for all employees of the Division of Sanitation are the same. These include:

- Medical/surgical benefits which are completely paid for by the city.
- Fifteen days of sick leave with pay per year.
- Nine paid holidays per year.
- From ten (new employees) to 24 (20 + years of service) days of paid vacation per year.

TABLE 17: PROJECTIONS FOR CAPITAL OUTLAY

	Year	'73	'74	'75	'76	'77	'78	'79-'83	'84-'90	Future
	Total Acres	34	71	74	77	80	83	460	775	2125
N.	Imeson : 60 Purchase 500 Purchase 500			2,400,000	2,600,000					
N.W.	Picketville Road Garbage Collection, Inc. Purchase 200 Purchase 500	226,000						Transfer Station 4,000,000		
S.W.	Sandler Road Waste Management, Inc. Purchase 20 Purchase 50 Purchase 250 Purchase 250			1,875,000	1,400,000					
S.	Stetson Road & Waste Management, Inc. 150 Rondette Lake Purchase 75 Purchase 100 Transfer Station 1000 T/D Incinerator 100 T/D	300,000	540,000							
CEN.	Transfer Station 1000 T/D Incinerator 100 T/D	5,000	2,000,000		1,200,000	1,400,000	3,000,000	2,300,000		

\$576,000 \$2,790,000 \$4,000,000 \$5,380,000 \$4,600,000 \$3,190,000 \$9,230,000 ?

Land Procurement Thru 1977 - 2435 acres
Land Requirements Thru 1990 - 1654 acres
Transfer Capacity Thru 1978 - 3000 tons/day
Incinerator Capacity Thru 1983 - 400 tons/day

TABLE 18: SOLID WASTE MANAGEMENT SYSTEM PERSONNEL

Category	Type	Number		Salary (Per Month)		Unionized
		Present	Being Recruited	Average Per Employee	Total For All Employees	
Professional, Technical, Managerial	Manager	1		\$ 1475	\$ 1475	
	TOTAL	1			1475	
Clerical, Secretarial	Clerical	3	1	594	2376	No
	Secretarial	1		725	725	No
	Dispatcher	2		652	1304	No
	Equipment Coordinator	1		725	725	No
	TOTAL	7	1		5130	
Supervisory and Foremen	Collection & Transportation	8		803	6424	No
	Sanitary Landfill	6		829	4974	No
	Street Cleaning & Curbs	5		765	3825	No
	Disposal Fee Collection	2		725	1450	No
	TOTAL	21			16673	
Skilled Laborers	Collection & Transportation Driver	56		569	31864	Yes
	Weighmaster	9	3	623	7476	Yes
	Crane loader/bull dozer operator	21		683	14343	Yes
	Sweeper Driver	8		582	4656	Yes
	Sand Truck Driver	7		535	3745	Yes
	TOTAL	101	3		62084	
Unskilled Laborers	Collection & Transportation Helper	139		458	63662	Yes
	Sanitary Landfill	21	5	457	11882	Yes
	Street Cleaning & Curbs	27		492	13284	Yes
	Maid	1		429	429	Yes
	TOTAL	188	5		89257	
GRAND TOTAL	—	318		—	174,619	

- Pension plan in which the city contributes an amount equal to eight percent of the employee's salary.
- Life insurance in the amount of \$2,000 per employee.
- A 50 percent contribution by the city to Workmen's Compensation.
- Uniforms, gloves, raincoats, safety equipment provided to skilled and unskilled labor.
- City matches salary of an injured employee (above what he receives from Workmen's Compensation) for 26 weeks.

5.5.3: Sickness/Injury Data

The annual average number of sick days taken by each type of employee is summarized in Table 19. The total number of injuries sustained by the division's employees in 1972 was 156, and the total number of lost man-days accrued by these injuries during the same year was 572. However, there were no permanent injuries incurred. The most frequent injuries sustained in 1972 are presented in Table 20.

5.5.4: Tenure

Jacksonville exhibits a typical tenure distribution for its solid waste system employees. The manager (division chief) and nine of the 21 supervisory staff have all been with the city for over 20 years. All supervisory staff and all but one member of the clerical staff have been with the city for at least six years. Seventy-six out of 104 (or 75 percent) of the skilled laborers have been with the Sanitation Division for over ten years. Twenty-five out of 193 unskilled laborers have worked for the Sanitation Division for over 20 years and over 50 percent of the unskilled labor force now employed by the division have over ten years of service. This tenure data is presented in detail in Table 21. The figures in this table account for the total number of budgeted positions in the Division of Sanitation. Promotional vacancies and unfilled positions have been estimated.

TABLE 19: AVERAGE ANNUAL NUMBER OF SICK DAYS
TAKEN BY EMPLOYEES

Personnel Classification	# Days
Managerial	0
Clerical/Secretarial	6
Supervisory	2
Skilled	10
Unskilled	10

TABLE 20: MOST FREQUENT INJURIES SUSTAINED

Type	No. in 1972
Bruises	35
Strain, sprain, overexertion	31
Cuts and punctures	31
Eye injury	17
Dermatitis	10

TABLE 21: TENURE DATA

No. Years Tenure	Professional, Technical Managerial	Clerical/ Secretarial	Supervisory and Foremen	Skilled Laborer	Unskilled Laborer
0-1		1			34
1-2					10
2-3				1	2
3-4				1	9
4-5				2	8
5-6				1	5
6-7		1	1	6	18
7-8		1		8	10
8-9				5	8
9-10			1	4	4
10-11		1	2	2	
11-12		2		10	7
12-13			3	9	4
13-14				5	5
14-15			1	9	7
15-16		2	2	10	12
16-17				11	7
17-18				10	7
18-19			2	1	5
19-20				4	6
20-	1		9	5	25
TOTAL	1	8	21	104	193

5.6: Equipment Description

5.6.1: Replacement and Maintenance Policies

Until April, 1973, Jacksonville employed the Mainstem Management Information System to monitor and inventory its solid waste collection vehicles. The city has now replaced Mainstem with its own Vehicle Inventory Management System (VIMS) which is expected to be more compatible with the new consolidated city/county ledger system. Additionally, VIMS is more detailed than Mainstem and has a flagging capability built in to identify trouble spots.

Replacement policies include:

1. A diesel replacement program to substitute diesel powered vehicles for gasoline engine vehicles.
2. Whenever maintenance increases to a point of requiring large major replacements and equipment downtime increases sharply, replacement is considered.
3. A rental schedule has been established for different pieces of equipment and for different periods of time usage; the rental charge includes depreciation, buy-back, maintenance, and fuel costs.
4. Central Services is trying to achieve a continuous staggered replacement policy, rather than be faced with a sudden massive replacement need.
5. A depreciation charge is estimated for replacement fund programs; it is generally calculated on a four-year, 5,000 hour basis.
6. Replacement of equipment is a function of the funds available for this purpose rather than of actual needs or cost-benefits indicated by the VIMS output.

Maintenance is the responsibility of the Motor Pool Division of the Department of Central Services. The Motor Pool Garage is located adjacent to the Division of Sanitation offices. Maintenance is performed by the Motor Pool Division on the Sanitation Division equipment with a regular schedule for standard procedures such as oil changes. Major repairs are performed on an as-needed basis. An exception to this policy is landfill bulldozers which

are serviced every 1,000 hours for any major repairs, every 2,000 hours to have their rails replaced, and every 3,000 hours to have their grouser plates replaced.

Collection Equipment

The city currently operates fifty-six 20 cubic yard rear-loading packer trucks, eight 13 cubic yard open body (with hoist attachment) trucks, and three 1-1/2 cubic yard landfill-type front-end loaders for collection purposes. The city has been gradually reducing the number of trucks it operates as more efficient collection systems are implemented and more efficient collection equipment (with higher compaction ratios) become available. Table 22 shows this reduction trend.

A listing of collection equipment is presented in Table 23. Of the 56 packer trucks, five have diesel engines, and the city is now implementing a replacement program whereby all new trucks purchased will be equipped with diesel engines. Diesel fuel is currently available to the city at only 20 cents per gallon (compared to a price of 28 cents per gallon for regular gasoline). In addition, the diesel trucks achieve a running efficiency of four miles per gallon, whereas the gasoline consuming trucks achieve only one and one-half miles per gallon. As collection trucks average 3,000 miles per month, this would involve a considerable saving for the city. Diesel engines also will last longer than conventional fuel engines.

Of the approximately \$16,000 spent on each packer truck, an estimated \$9,000 is allocated to the chassis, and \$7,000 to the packer body itself. The city estimates the compaction ratios its packer trucks are achieving can be as high as 4:1, or refuse densities of at least 800 pounds per cubic yard.

The packers are leased by the Division of Sanitation from the Motor Pool Division of the Department of Central Services

TABLE 22: REDUCTION IN JACKSONVILLE SOLID WASTE COLLECTION
TRUCK FLEET WITH TIME

Year	20 cubic yard rear loader	13 cubic yard open body with hoist
1968	75	23
1970	60	10
1973	56	8

TABLE 23: COLLECTION EQUIPMENT

Number	Type	Capital Cost (\$)	Leasing Cost (\$/month)	Fuel Consumption (miles/gallon)	Oil Consumption (\$/month)	Maintenance Cost (\$/year)	Average Distance Traveled (miles/month)
51	20 cubic yard rear-loader packer trucks (gasoline engines)	16,000	850	1 1/2	25	35	3000
5	20 cubic yard rear-loader packer trucks (diesel engines)	16,000	850	4	25	35	3000
8	13 cubic yard open body with hoist trucks	9,500	325	3	15	300	4000
3	1 1/2 cubic yard landfill-type front-end loaders	22,000	600	4 gal./hr.	15	350	variable

for \$850 per month, with a mileage charge of 50 cents per mile after the first 800 miles. The Department of Central Services is thus responsible for replacement and maintenance. Maintenance expenses on the packers are estimated at \$25 per month for oil, \$10 per month for body work, and \$25 per month for maintaining brakes and tires.

The open body 13 cubic yard trucks cost \$9,500 apiece, of which \$7,500 is spent on the chassis and \$2,000 on the open body. These trucks are leased from Central Services for \$325 per month, with a charge of 50 cents per mile after the first 800 miles. These trucks travel an average of 4,000 miles per month at a rate of three miles per gallon. Oil consumption is estimated at \$15 per month. Maintenance, including tire replacement and replacement of brakes, hydraulic hoses, etc., is estimated at \$300 per year.

The landfill type front-end loaders cost \$22,000 and consume fuel at the rate of four gallons per hour. Oil consumption is estimated at \$15 per month and maintenance costs at \$350 per year. This piece of equipment leases for \$600 per month.

5.6.3: Street Cleaning Equipment

The city owns ten pieces of street-cleaning equipment, including eight mechanical brooms and two street vacuums. These machines are cycled around the city, which is divided into six territories for this purpose. Each piece of equipment covers approximately 30 miles per day. In this manner, the entire city is covered in three weeks and the cycle begins again. Fuel consumption averages six miles per gallon or two gallons per hour; oil consumption averages \$15-20 per month. The mechanical brooms cost \$16,000 and are leased from the Motor Pool Division for \$1,100 per month; the street vacuums cost \$18,000 and lease for \$1,000 per month. Details of the street cleaning equipment are presented in Table 24.

TABLE 24: STREET CLEANING EQUIPMENT

Number	Type	Capital Cost (\$)	Leasing Cost (\$/month)	Fuel Consumption		Oil Consumption (\$/month)	Maintenance ⁽¹⁾	Av. distance Travelled (miles/day)
				(miles/gal.)	(gallons/hr.)			
8	Mechanical Brooms	16,000	1100	6	2	15-20	2000	30
2	Street Vacuums	18,000	1000	6	2	15-20	N.A.	30

(1) Maintenance costs include replacement of:

- Drag-boards, @\$50 each, every three months
- Chains, @ \$36/pair, every 12 months
- Pick-up broom, @ \$150/broom, every six weeks
- Curb broom, @ \$150/broom, every six weeks

5.6.4: Disposal Equipment

The city owns 23 pieces of disposal equipment, including three front-end loaders, five bulldozers, one compactor, four dump trucks, two pick-up trucks, two draglines, one road grader, one water truck, one air truck, and three scales. These are distributed over the five city-operated landfill sites, with a bulk of the equipment located at the two sanitary landfills which handle putrescible wastes. The equipment is cycled around as needed to the various landfills, especially the road grader, water truck, and air truck.

A listing of disposal equipment is presented in Table 25, which details the number, capital cost, leasing cost, oil consumption cost, maintenance cost, and fuel consumption rate of each piece of equipment. Leasing costs (the equipment is leased from the Department of Central Services) appears to be proportional to a composite function of capital, operating, and maintenance costs. The fuel consumption of the heavier pieces of equipment (bulldozers, front-end loaders, etc.) average five gallons per hour. More mobile equipment, such as the various trucks, have average fuel consumption rates of one-half to one gallon per hour, depending upon the intensity of their usage. Oil consumption averages \$20 per month for the heavier equipment, and \$8 - \$12 per month for the trucks. Maintenance costs range from \$100 to \$500 per year for most pieces of equipment. Because of their intensive use, dump trucks and bulldozers have maintenance costs of approximately \$1,800 and \$5,000 per year, respectively.

5.7: Financial Profile of the Jacksonville Solid Waste System

As noted above, the solid waste management service in the consolidated City of Jacksonville is provided by both private collectors, operating in the former areas of Duval County, and the public Sanitation Division, operating in the old core City of Jacksonville. The four independent municipalities within the

TABLE 25: DISPOSAL EQUIPMENT

Number	Type	Capital Cost (\$)	Leasing Cost (\$/month)	Fuel Consumption (gal./hr.)	Oil Consumption (\$/month)	Maintenance (\$/yr.)
1	Front-end loader (4 cu. yd)	45,000	900	5	20	500
1	Front-end loader (1-1/2 cu. yd.)	22,000	600	4	15	350
1	Compactor	56,000	1000	5	20	300
4	Bulldozer (D-6)	40,000	1060-1200	5	20	5000
1	Bulldozer (D-7)	47,000	1250	5	20	5000
3	Dump truck (12 cu. yd.)	20,000	350	5	20	1800
2	Pick Up	2,500	120	7/8	8	300
1	Back-up dump truck (13 cu. yd.)	10,000	350	5	20	1800
1	Scale (with scale house)	34,000	—	—	—	40
1	Road Grader	33,000	100	4	12	200
1	Water truck	4,000	50	5/8	8	300
1	Air Truck	5,000	50	3/4	20	300
2	Dragline (one cu. yd.)	60,000	1800	5	20	2400

boundaries of the consolidated city operated their own distinct systems. In the course of this study, substantial financial information was made available on the public system serving Urban Services District One. However, little financial or operating data were available concerning the five private firms serving the General Services District areas. Therefore, the focus of this analysis is limited primarily to the USD-1 Sanitation Division system.

The capital and operating budgets of the Sanitation Division are developed simultaneously. Both budgets are initially prepared by the Division Chief, based upon projected manpower requirements, current spending, and mandated increases. The proposed budget then moves sequentially to the Deputy Director of Public Works, the Director of Public Works, the Budget Office, and the Mayor's office, for review and revision. It is then submitted to the City Council for final approval. This sequential review process provides the required coordination to ensure that the budget meets targets as suggested by the Budget Office.

5.7.1: Sources of Revenues

The General Fund - Urban Services District One is the revenue source of the budget of the Sanitation Division. General Fund revenues consist primarily of property taxes, utilities services taxes, solid waste disposal fees, and earnings on investments. Table 26 shows the revenues by source for the previous two years. As shown, most of the revenues for 1972 were generated by the property tax (49.8%), and the utility services tax (47.7%).

Since the consolidation in 1968, it is most significant that the city has been able to reduce the millage for the past five years. This reduction has not reduced the amount of revenues collected, since the value of taxable property has experienced a rapid increase. As shown in Table 27, both the

TABLE 26
CITY OF JACKSONVILLE, FLORIDA
GENERAL FUND - URBAN SERVICES DISTRICT I

Revenues by Source for Years Ending
September 30, 1972 (Estimated and Actual) and September 30, 1971 (Actual)

	1972			1971
	Estimated revenue	Actual revenue	Actual over (under) estimated	Actual
Taxes:				
Current and delinquent property taxes, in- cluding interest and fees	\$4,249,557	\$4,329,682	\$ 80,125	\$4,115,719
Utilities services tax	4,000,000	4,146,719	146,719	3,752,674
	<u>8,249,557</u>	<u>8,476,401</u>	<u>226,844</u>	<u>7,868,393</u>
Charges for services	500	110,484	109,984	39,380
Other revenue:				
Earnings on investments	150,000	106,143	(43,857)	130,250
Contributions from Debt Service Funds	-	-	-	92,601
Miscellaneous	26,000	440	(25,560)	33,305
	<u>176,000</u>	<u>106,583</u>	<u>(69,417)</u>	<u>256,156</u>
Totals	<u>\$8,426,057</u>	<u>\$8,693,468</u>	<u>\$267,411</u>	<u>\$8,163,929</u>

Source: Office of the Council Auditor, City of Jacksonville, Florida, Audit Report on the General Fund-First Urban Services District for the Fiscal Year Ended September 30, 1972

TABLE 27
ASSESSSED VALUATION, TAX RATE, AND TAX LEVY IN
JACKSONVILLE AND DUVAL COUNTY, 1965-1972

	Assessed Valuation	County Rate (now GSD)	City Rate (now USD-I)	Tax
1965-66	1,659,950,331	\$30.15	\$41.85	\$49,332,389
1966-67	1,784,361,509	28.18	40.58	49,903,082
1967-68*	1,763,862,177	29.45	41.85	51,441,683
1968-69**	1,795,071,923	25.93	31.93	51,073,037
1969-70	1,855,524,356	25.41	31.41	51,764,167
1970-71	1,998,269,662	24.22	29.72	52,825,030
1971-72	2,184,648,398	24.16	29.66	57,501,487
1972-73	2,494,215,989	23.05	27.05	60,757,997

includes non-exempt real estate, tangible personal property, and railroad and telegraph

* denotes reduction in tangible personal property, according to Florida Statutes 76-376, 67-378.

** year of consolidation

Source: City of Jacksonville, Florida, Financial Survey

tax rates levied in the General Services District and the Urban Services District I have decreased markedly. The 50.3 percent rise in property valuation since 1965 more than offset this decrease, allowing total tax revenues to increase by 23.2 percent over the same period.

As a result, the residents of Jacksonville have not been subject to the financial stresses caused by an increasing demand for public services and a shrinking or stagnant tax base. In particular, the residents of the old core city have experienced relief, since the large tax differential that existed between city and county residents largely has been reduced. Prior to consolidation, city residents were subject to both city and county property taxes.

It should be noted that operating efficiencies for the entire governmental system, resulting from consolidation, have also been instrumental in the millage reduction. Redundant services provided by both city and county were consolidated and streamlined, causing a reduction in overall costs to the taxpayers.

5.7.2: Expenditures

The expenditures of the Sanitation Division are monitored by monthly accounting reports, showing expenditures to date, encumbrances, and balances for each line item. Unusual or unanticipated expenditures are thereby promptly noted, and corrective action may be undertaken immediately, if necessary.

In Table 28 the operating budgets for the previous five years are shown as reported in the published annual budgets. However, several anomalies make these data unusable for analytical purposes. Therefore, the data have been adjusted to more accurately reflect the probable expenditure pattern; these changes are incorporated in the revised budgets shown in Table 29.

TABLE 28
OPERATING BUDGETS FOR SANITATION SERVICES FOR
URBAN SERVICES DISTRICT I FOR FISCAL 1968-69
THROUGH FISCAL 1972-73 BY SANITATION ACTIVITY

Fiscal Year Activity	1968-69	1969-70	1970-71	1971-72	1972-73
Supervision			1/	3/	3/
Personal Services	\$ 90,292	\$ 57,000	\$ 72,074 ^{2/}	\$ 77,348 ^{2/}	\$ 82,669 ^{2/}
Supplies	7,200	1,020	1,230	1,230	1,230
Other Services/ Charges	5,150	5,636	6,865	6,500	5,114
Unallocated Expenditures	222,426	354,528	10,000	0	0
Central Services	0	1,373,383	0	847,797	14,129
Total Supervision	325,068	1,791,569	90,169	932,875	103,142
Garbage and Trash Collection					
Personal Services	1,745,536	1,633,812	1,442,484 ^{2/}	1,458,604 ^{2/}	1,544,304 ^{2/}
Supplies	20,250	14,012	12,590	10,000	13,378
Other Services/ Charges	0	2,125	2,766	500	500
Unallocated Expenditures	0	0	0	0	0
Central Services	427,413	0	926,314	31,476	675,300
Other	0	0	0	0	320,150
Total Garbage and Trash Collection	2,193,199	1,649,949	2,384,154	1,500,580	2,553,632
Garbage and Trash Disposal					
Personal Services	289,252	276,168	341,970 ^{2/}	373,603 ^{2/}	634,111 ^{2/}
Supplies	19,625	17,115	17,330	6,000	51,774
Other Services/ Charges	2,220	19,359	10,975	7,790	66,510
Unallocated Expenditures	0	0	0	0	0
Central Services	0	0	0	59,661	209,719
Other	0	0	0	6,080	(316,450) ^{2/}
Total Garbage and Trash Disposal	311,097	312,642	370,283	453,134	645,664
Street Cleaning and Curbs					
Personal Services	236,596	224,172	288,909 ^{2/}	304,235 ^{2/}	322,066 ^{2/}
Supplies	4,000	3,290	3,036	3,036	3,036
Central Services	0	74,723	86,095	64,361	109,687
Other Services/ Charges	3,550	935	500	500	500
Other	0	0	0	0	12,500
Total Street Cleaning and Curbs	244,146	307,420	378,540	372,132	447,789
Total All Activities	3,073,510	4,061,580	3,223,146	3,258,721	3,750,227

TABLE 28 (Continued)

- 1/ Garbage Division combined with Street Cleaning to form Division of Garbage and Street Cleaning. Supervision expenses shown include supervision of street cleaning; consequently, budget is slightly higher than it would be using earlier activity delineations.
- 2/ Includes employee benefits
- 3/ Name changed to Sanitation Division. Includes supervision of Street Cleaning and Curbs.
- 4/ Expense credit - Services provided to Garbage and Trash Collection Activity - (\$320,150) less expenditures for operating reserve - \$3,700.

Sources:

Annual Budget 1968-69 City of Jacksonville, Florida
Annual Budget 1969-70 City of Jacksonville, Florida
Annual Budget 1970-71 City of Jacksonville, Florida
Annual Budget 1971-72 City of Jacksonville, Florida
Annual Budget 1972-73 City of Jacksonville, Florida

TABLE 29
ADJUSTED OPERATING BUDGET FOR SANITATION SERVICES
FOR URBAN SERVICES DISTRICT I FOR FISCAL 1968-69
THROUGH FISCAL 1972-73 BY SANITATION ACTIVITY

Fiscal Year Activity	1968-69	1969-70	1970-71	1971-72	1972-73
Supervision			<u>1</u>	<u>3</u>	<u>3</u>
Personal Services	\$ 90,292	\$ 57,000	\$ 72,074 <u>2</u>	\$ 77,348 <u>2</u>	\$ 82,669 <u>2</u>
Supplies	7,200	1,020	1,230	1,230	1,230
Other Services/ Charges	5,150	5,638	6,865	6,500	5,114
Unallocated Expenditures	9,451 <u>5</u>	10,274 <u>5</u>	10,000	0	0
Central Services	8,548 <u>6</u>	28,962 <u>6</u>	20,248 <u>6</u>	20,066 <u>5</u>	20,177 <u>6</u>
Total Supervision	120,641	102,894	110,417	105,144	109,190
Garbage and Trash Collection					
Personal Services	1,745,536	1,633,812	1,442,464 <u>2</u>	1,458,604 <u>2</u>	1,544,304 <u>2</u>
Supplies	20,250	14,012	12,590	10,000	13,378
Other Services/ Charges	0	2,125	2,766	500	500
Unallocated Expenditures	182,700 <u>5</u>	294,478 <u>5</u>	0	0	0
Central Services	299,189 <u>6</u>	1,013,674 <u>6</u>	708,486 <u>6</u>	702,307 <u>6</u>	706,184 <u>6</u>
Other	0	0	0	0	320,150
Total Garbage and Trash Collection	2,247,675	2,958,101	2,166,526	2,171,411	2,584,516
Garbage and Trash Disposal					
Personal Services	289,252	276,168	41,972 <u>2</u>	375,603 <u>2</u>	634,111 <u>2</u>
Supplies	19,625	17,115	7,336	6,000	51,774
Other Services/ Charges	2,220	19,359	10,915	7,790	66,510
Unallocated Expenditures	30,275 <u>5</u>	49,776 <u>5</u>	0	0	0
Central Services	85,483 <u>6</u>	289,621 <u>6</u>	202,482 <u>6</u>	200,659 <u>6</u>	201,767 <u>6</u>
Other	0	0	0	6,080	(316,450) <u>3</u>
Total Garbage and Trash Disposal	426,855	652,039	572,765	594,132	637,712
Street Cleaning and Curbs					
Personal Services	236,596	228,472	288,909 <u>2</u>	304,235 <u>2</u>	322,066 <u>2</u>
Supplies	4,000	3,290	3,036	3,036	3,036
Central Services	34,193 <u>6</u>	115,848 <u>6</u>	80,993 <u>6</u>	80,264 <u>6</u>	80,707 <u>6</u>
Other Services/ Charges	3,550	935	500	500	500
Other	0	0	0	0	12,500
Total Street Cleaning and Curbs	278,339	348,545	373,438	388,035	418,809
Total All Activities	3,073,510	4,061,579	3,223,146	3,258,722	3,750,227

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TABLE 29 (Continued)

- 1/ Garbage Division combined with Street Cleaning to form Division of Garbage and Street Cleaning. Supervision expenses shown include supervision of street cleaning; consequently, budget is slightly higher than it would be using earlier activity delineations.
- 2/ Includes employee benefits.
- 3/ Name changed to Sanitation Division. Includes supervision of Street Cleaning and Curbs.
- 4/ Expense credit - Services provided to Garbage and Trash Collection Activity - (\$320,150) less expenditures for operating reserve - \$3,700.
- 5/ Unallocated Expenditures includes employee benefits such as pensions, group insurance, other insurance, and terminal leave pay. Original budgeted expenditures have been re-allocated based upon the proportion of personal services for each activity to total personal services for the three activity categories combined. (Street Cleaning and Curbs activity was not part of Sanitation Division at this time, thus not included in re-allocation.
- 6/ Central Services has been re-allocated for each year on the following basis: Supervision - 2%, Collection - 70%, Disposal - 20%, and Street Cleaning and Curbs - 8%.

The major changes include a re-allocation of the charges for "Unallocated Expenditures" and for "Central Services." As shown in the original budget, large amounts were recorded for supervision - Unallocated Expenditures in 1968-69 and 1969-70. Included in this category were expenditures for pensions, group insurance, other insurance, and terminal leave pay. These items should be more properly allocated among the three activities for the division, instead of being charged entirely to the supervision activity (Street Cleaning and Curbs was not a part of the division at that time). Therefore, this expenditure has been re-allocated among the three activities according to their respective proportion of Personal Services expenditures (see Table 29).

A similar problem exists for Central Services, i.e., large amounts are budgeted for single activities, instead of being budgeted proportionally for all activities. This expenditure represents charges from other city activities, primarily involving equipment expenditures. Upon consultation with Sanitation Division management, it was decided that this charge should be allocated as follows: supervision - 2 percent; collection - 70 percent; disposal - 20 percent; and street cleaning and curbs - 8 percent. These adjustments have been made for all five budget years (see Table 29). These adjustments reduce the large year to year fluctuations for each activity that were shown in the original budgets, providing more realistic data for analysis.

Using these revised data, should be noted that expenditures for both the disposal activity and the street cleaning and curbs activity have increased by approximately 50 percent from 1968-69 to 1972-73, while expenditures for collection have increased only slightly, and those for supervision have actually declined over the same period. The increase for the entire Sanitation Division has been a moderate 22 percent over the past five years (see Table 30).

TABLE 30
PERCENT INCREASE IN EXPENDITURES BY ACTIVITY
1968-69 TO 1972-73

Supervision	-9.5%
Collection	15.0%
Disposal	49.4%
Street Cleaning and Curbs	50.5%
Total	22.0%

The proportion of Sanitation Division funds allocated to collection activities has decreased slightly since 1968-69, as shown in Table 31. The reversal of the downward trend in 1972-73 resulted largely from an accounting change that charged the collection activity for the cost of disposal services received from the disposal activity, in the amount of \$320,150. Previously, no charge had been assessed against the collection activity. Table 31 also indicates a slight rise in the proportion of expenditures for disposal, reflecting the additional costs involved with the opening of a new landfill site, purchase of disposal equipment, and the hiring of additional personnel. Expenditures for street cleaning and curbs remained a fairly constant percent of total expenditures, varying from 8.6 percent to 11.9 percent over the past five years.

Since solid waste management is a highly labor intensive industry, it is not surprising to find that personal services account for the major share of all expenditures for each activity (see Table 32). The data indicate a slight decrease in the proportion of expenditures over the past five years for direct labor expenditures (excluding 1969-70, which contained large expenditures for Central Services), thus reducing the proportion of

TABLE 31
EXPENDITURES BY ACTIVITY AS A PERCENT OF
TOTAL EXPENDITURES 1968-69 TO 1972-73

ACTIVITY	1968-69	1969-70	1970-71	1971-72	1972-73
Supervision	3.9	2.5	3.4	3.2	2.9
Collection	73.1	72.8	67.2	66.6	68.9
Disposal	13.9	16.1	17.8	18.2	17.0
Street Cleaning and Curbs	9.1	8.6	11.6	11.9	11.2

TABLE 32
PERSONAL SERVICES EXPENDITURES BY ACTIVITY
AS PERCENT OF TOTAL ACTIVITY EXPENDITURES

ACTIVITY	1968-69	1969-70 ^{1/}	1970-71	1971-72	1972-73
Supervision	74.8	55.4	65.3	73.6	75.7
Collection	77.7	55.2	66.6	67.2	59.8
Disposal	67.8	42.4	59.7	62.9	99.4 ^{2/}
Street Cleaning and Curbs	85.0	65.6	77.4	78.4	76.9
All	76.8	54.1	66.6	67.9	68.9

^{1/} Large central service charge resulting in high total cost for sanitation services in 1969-70.

^{2/} Sudden increase resulting from expense credit of \$321,150 charged to collection activity, thereby reducing total disposal cost, while increasing total collection cost.

personal service to total expenditures. The large jump for disposal personal service expenditures, and the corresponding decrease for collection personal service expenditures shown in 1972-73 is attributable to the \$320,150 charge by the disposal activity to the collection activity (as explained above). This expense credit for disposal decreases the total expenditures for disposal, causing the proportion of expenditures claimed by personal services to rise. The reverse effect would, of course, hold true for the collection activity.

The slight decline in the proportion of personal service expenditures to total expenditures over the five year period would indicate that these expenditures increased at a slower pace than other types of expenditures. In fact, for both supervision and collection, personal services expenditures actually declined. Disposal personal services expenditures increased markedly, however. For the five year period though, all personal service expenditures increased by just 9.4 percent, while all other expenditures increased by 64.0 percent (see Table 33). Obviously, the Sanitation Division is allocating most of its incremental dollars to non-personal items.

The staffing pattern for sanitation confirms this trend. As shown in Table 34, the total number of positions has been reduced by 11.2 percent over the past five years. Nearly all of this reduction was effected in the collection activity, which saw its staff reduced by more than one-third. The opening of the new landfill is reflected in the increase in disposal personnel for 1972-73.

For 1972-73, the total cost of collection per residence averaged about \$47.75 for the Sanitation Division operating in Urban Services District 1. This compares with the \$33.50 per residence charged by the private collectors in the General Services District. Although these figures are not strictly

TABLE 33
PERCENT INCREASE IN PERSONAL SERVICES
EXPENDITURES BY ACTIVITY 1968-69 TO 1972-73

ACTIVITY	
Supervision	-8.4%
Collection	-11.5%
Disposal	119.2%
Street Cleaning and Curbs	36.1%
All Personal Services Expenditures	9.4%
All Other Expenditures	64.0%

TABLE 34
NUMBER OF POSITIONS BY ACTIVITY
1968-69 THROUGH 1972-73

ACTIVITY	1968-69	1969-70	1970-71	1971-72	1972-73
Supervision	12	9	9	8	9
Garbage and Trash Collection	315	296	209	207	206
Garbage and Trash Disposal	47	46	47	47	71
Street Cleaning and Curbs	41	38	40	40	41
Total All Activities	415	391	305	302	327

comparable, since the Sanitation Division also collects some amount of commercial solid waste, trash and bulky items, and street sweepings, while the private collectors serve only private residences, it would initially appear that the private collectors are more cost effective. Even though they are operating in more sparsely populated areas, which would normally tend to increase costs per unit, the private collectors are able to meet all their obligations, including payments for disposal fees and profit margin, and still operate at the same cost level as the public collector. Unfortunately, financial and operating data on the private collectors were not made available; thus, it was impossible to ascertain in which areas they are able to realize these cost savings. It is possible that the existence of the private collectors offering their services at a substantially lower rate will eventually lead to pressure to make the public system even more cost-effective.

APPENDIX

(Jacksonville Solid Waste Regulations and Ordinances)

Note: Annotations in text of Chapter 616 were made by city on copies given to Applied Management Sciences and are used to indicate additions to or corrections of the ordinance.

1 Introduced by Councilman Roberts at the request of the Mayor.

2 ORDINANCE 72-637-335

3 AN ORDINANCE CREATING CHAPTER 519
4 OF THE ORDINANCE CODE OF THE CITY
5 OF JACKSONVILLE: PROVIDING FOR THE
6 DISPOSAL OF GARBAGE; PROVIDING DEFINI-
7 TIONS, A DISPOSAL PROCEDURE, RATES
8 FOR DEPOSIT OF GARBAGE, HOURS WHEN
9 DEPOSITS ARE PERMITTED AND PENALTIES
10 FOR VIOLATIONS HEREOF; PROVIDING AN
11 EFFECTIVE DATE.

12
13 BE IT ORDAINED by the Council of the City of Jacksonville:

14 Section 1. Ordinance Code Amended. The Ordinance Code
15 of the City of Jacksonville is hereby amended by the addition of
16 Chapter 519 to read as follows:

17 Chapter 519 GARBAGE DISPOSAL

18 519.101. Definitions. As used in this Chapter:

19 "Trash" means non-putrescible solid waste exclusive of
20 explosives.

21 "Trash Disposal Site" means an area designated for the
22 deposit of trash exclusive of explosives.

23 "Putrescible Matter" means solid waste likely to become
24 putrid.

25 "Sanitary Landfill" means an area designated for the
26

1 deposit of all solid waste exclusive of explosives.

2 "Service Contractor" means any person holding an occupa-
3 tional license or certificate of public necessity and convenience
4 for the transporting of trash and/or putrescible matter.

5 519.102. Required Disposal Procedure. No person shall
6 deposit on the property of another any trash or putrescible matter
7 on any location in the City except as hereinafter provided. Trash
8 may be transported to and deposited on trash disposal sites and
9 sanitary landfills. Putrescible matter may be transported to and
10 deposited only on sanitary landfills. Trash disposal sites and
11 sanitary landfill sites shall be maintained by the Department of
12 Public Works and by such private disposal firms as are authorized
13 by the Utility Regulatory Board or are under contract supervised
14 by the Public Works Department. All solid waste will be deposited
15 only in sites designated by the Director of Public Works. These
16 respective sites shall be made public knowledge and the locations
17 shall be furnished upon request. The department shall maintain
18 trash disposal and sanitary landfill sites at appropriate locations
19 throughout the consolidated city and shall maintain maps of these
20 sites at City Hall in locations convenient to public view.

21 519.103. Rates for Deposit. The following rates and
22 charges per vehicles for the deposit of trash or putrescible
23 matter at trash disposal or sanitary landfill sites shall be
24 charged by the City:

25 Cars (including station wagons) No Charge

26

1 any provision of this Chapter or an order of the Director of
2 Public Works issued to enforce this Chapter, and, upon conviction
3 thereof, such person shall be punishable by a fine of not less
4 than twenty-five dollars nor more than four hundred fifty dollars.
5 Each act of unlawful depositing or other violation of any provision
6 of this Chapter constitutes a separate offense.

7 Section 2. This ordinance becomes effective upon signature
8 by the Mayor or upon becoming effective without the Mayor's signa-
9 ture.

10

11 Form approved:

12

13

Edward Rich
Assistant Counsel

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Daniel U. Livermore Jr.
Chief Legislative Counsel

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ORDINANCE 72-637-335

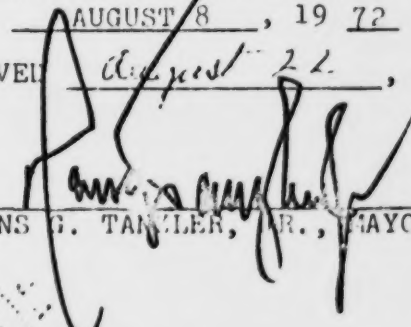
C E R T I F I C A T E O F A U T H E N T I C A T I O N

ENACTED BY THE COUNCIL

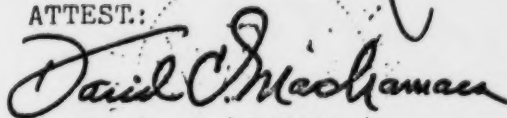
AUGUST 8, 19 72

APPROVED

August 22, 19 72


HANS G. TANDLER, R., MAYOR

ATTEST:



DAVID C. MacNAMARA
SECRETARY OF THE COUNCIL

- 1. Charter:**
 §3.02(18) Power to Build, Purchase, Maintain and Operate Sewers and Sewage Disposal Systems; to Fix Rates and Provide the Making of Charges and Assessments Necessary to the Proper furnishing of such utility and to provide Liens or Penalties and Withdrawal of Service for Refusal or Failure to Pay Utility Services Provided by the Consolidated Government
 Art. 7, Ch. 7 Public Works Department
 §7.708 Water and Sewer Division
F.S.A.:
 §170.01 Powers - Cities and Towns
 §210.03 Cigarette Tax Money to be Used for Sewer System
 §367.5 et seq. Water and Sewer System Regulatory Law
 §367.015 Jurisdiction of Florida Public Service Commission
 §387.02 et seq. Drainage into Underground Waters
Cases:
 A municipal owned sewer utility is not a public utility within meaning of Water and Sewer System Regulatory Law (Ch. 367 F.S.). 171 So.2d 199 (1965)
 County may by ordinance or resolution provide that its sewer system shall be covered by the provisions of Water and Sewer Regulatory Law (Ch. 367 F.S.). 188 So.2d 306
LDAO's:
 Op. 122 Garbage and Sewer Rates - Indigents - Free Stamps for Payment
 Op. 357 Water and Sewer Utilities in Road Project - Adjustment with Gas Tax Moneys
 Op. 71-3 Sanitary Liens, Former County Government - Reduction or Cancellation by Present Government
McQuillin:
 Sewer Departments, Generally §12.57
 Municipal Control of Sewers §§31.29 - 31.32
 Maintenance Sewers, Generally §24.256
 Regulation of Sewer §24.263
Cross References:
 Public Works Department Ch. 18
 Utilities Regulatory Board (Private Water and Sewer Companies) Ch. 60
 Classes of Offences §304.101
 Public Health Officer §14.103
 Building and Zoning Inspection Division Ch. 702
 Water, Sewer and Garbage Utility Regulations Ch. 620
 Utility Regulatory Board Rules Ch. 622
 Individual Sewage Disposal System Ch. 624
 Utility Services Tax Ch. 806
 Water and Sewer Enterprise Fund §126.404

Chapter 616

GARBAGE COLLECTION REGULATIONS¹

- 616.101 Definitions
 616.102 Subscription to Service Required
 616.103 Garbage and Trash Container Requirements and Specifications
 616.104 Number of Receptacles for Accumulation of Rubbish
 616.105 Cleaning of Rooms and Refrigerators Used for Storage of Garbage

- 616.106 Yard Trash
 616.107 Collection of Building Materials and Industrial Waste
 616.108 Location of Garbage Receptacles
 616.109 Disposing of Dangerous Materials
 616.110 Littering Prohibited
 616.111 Disposing of Garbage and Pathological Waste
 616.112 Standing Vehicles
 616.113 Penalty
 616.114 Citations and Fine Schedule
 616.115 Enforcement and Issuance of Citations

616.101 Definitions. As used in this Chapter:

(a) Garbage means every accumulation of animal, vegetable or other matter that attends the preparation, consumption, decay, dealing in or storage of meats, fish, fowl, birds, fruits or vegetables or any other putrescible matter, including animal feces, and also including cans, containers or wrappers along with such materials.

(b) Garbage Division means the Division of Sanitation of the City.

(c) Garbage Collection Service means the City or any other person performing the service of collection of solid waste, to which this Chapter applies.

(d) Garbage Receptacles means:

(1) a container of not more than thirty gallon nor less than twelve quart capacity which is:

(i) free from jagged and sharp edges;

(ii) free from inside structures, such as inside bands or reinforcing angles, which would prevent free discharge of the contents;

(iii) watertight and of impervious material; and

(iv) provided with a tight fitting cover to protect the contents from flies, insects, rats and other animals; or

(2) wet strength kraft paper bag of not more than four cubic feet capacity having such characteristics, markings and method of securing as are prescribed by regulation of the Health Division; or

(3) a plastic bag having an inside circumference of at least forty inches and not more than sixty and one-half inches and an inside length of at least twenty two inches and not more than thirty seven and one-half inches, and having such characteristics, markings and method of securing as are prescribed by regulation of the Health Division.



(e) **Industrial Waste** means waste and debris from brick, concrete block, roofing shingle and tile plants, lumber yards and construction or demolition of buildings, debris and waste accumulation from land clearing, excavating, building, rebuilding and altering of buildings, structures, roads, streets, alleys, driveways, sidewalks, or parkways, wooden crating, pallets, and any waste material which because of the volume and nature do not lend themselves to collection with ordinary garbage and trash and originating from warehouses, abattoirs, and manufacturing plants.

(f) **Non-Combustible Refuse** means metals, mineral matters, large quantities of glass or crockery, metal furniture, auto bodies and parts, washing machines, refrigerators, and other similar material usual to housekeeping or to operation of stores and offices.

(g) **Pathological Waste** means tissues, organs, body excretions, or solid organic waste from hospitals, laboratories, clinics or similar sources.

(h) **Health Division** means the Public Health Division of the City.

(i) **Refuse** means the combination of or mixture of rubbish and garbage.

(j) **Rubbish** means every accumulation of paper, excelsior, rags, wooden and paper boxes or containers, sweepings and all other accumulation of materials other than garbage which are usual to housekeeping and to the operation of stores, offices and other business places and also any bottles, cans or containers.

(k) **Yard Trash** means every accumulation of leaves, grass cuttings, shrubbery cuttings or other refuse attending the care of lawns, shrubbery, vines, and tree trimmings. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 2; Ord. 71-557-278, Sec. 1; Ord. 72-400-292, Sec. 3)

616.102 Subscription to Service Required. The occupant, unless the owner subscribes as set forth in this Section, or the owner, if the owner and occupant are the same, of every multi-family dwelling and office, institutional, commercial or industrial building in the City within the First Urban Services District where garbage, rubbish, refuse, non-combustible refuse or industrial waste is generated shall subscribe to a commercial garbage and rubbish collection system or a City-operated garbage and rubbish collection system where such commercial or City-operated collection system is available unless any such owner or occupant has received from the Public Health Division permission to

dispose of his own garbage or rubbish in a sanitary manner approved by the Public Health Division. The fact that any residential unit, commercial or industrial establishment is occupied shall be prima facie evidence that garbage, refuse, rubbish, non-combustible refuse or industrial waste is being generated upon such premises. USDs 2-5 Excepted. (Ord. 70-953-442, Sec. 1; Ord. 72-400-292, Sec. 4)

616.103 Garbage and Trash Container Requirements and Specifications.

(a) **Garbage Receptacles Required; Exceptions.** Subject only to the following exceptions, all garbage, rubbish and refuse shall be collected and stored in garbage receptacles:

(1) **Mechanical Pickup.** Garbage, rubbish and refuse may be stored or collected in a container designed for mechanical pick-up if the container and its location have been approved by the Health Division. All food, waste and putrescible matter placed in such a container shall be enclosed in a water-proof bag which is securely closed.

(2) **Vermin-Proof Room or Refrigerator.** Garbage, rubbish and refuse may be stored or collected in a special vermin-proof room or closed food-waste refrigerator which has been approved by the Health Division.

(b) **Removal of Improper Receptacles.** Any container used for the collection or storage of garbage, rubbish or refuse which fails to qualify as a garbage receptacle as defined herein shall be clearly marked by the garbage collection service, which marking shall specify in what manner the container fails to meet such requirements. Any container so tagged shall be removed from service. Upon failure of the party furnishing such container to remove it from service after written notice the garbage collection service shall remove it from service and destroy the container. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 4)

616.104 Number of Receptacles for Accumulation of Rubbish. All stores, shops, restaurants, hotels, boarding or apartment houses, warehouses, institutions, manufacturing and processing plants, duplexes, households, and other places in the City shall provide a sufficient number of such containers, rooms or refrigerators to hold the accumulation of garbage, rubbish or refuse generated on the property. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 5)

616.105 Cleaning of Rooms and Refrigerators Used for Storage of Garbage. Each room and refrigerator used for the collection or storage of garbage, refuse or rubbish shall be cleaned after removal of the garbage, refuse and rubbish. Waste water from such cleaning shall be disposed of in the same manner as required for disposition of sewerage. USDs 2-5 Excepted. (Ord. 69-876-718, Sec. 6)

616.106 Yard Trash. All yard trash except tree trimmings shall be placed and contained in a garbage receptacle or a disposable box. The garbage collection service shall not be responsible to collect such yard trash not so contained and shall not be required to collect any tree trimming exceeding five feet in length or six inches in diameter. This section shall not apply during periods when the City, or an area including the City, has been designated as a disaster area. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 7)

616.107 Collection of Building Materials and Industrial Waste. The garbage collection service shall not be responsible for the collecting or hauling of trash, discarded building material, dirt, rock, plaster, lumber, metal, non-combustible refuse or other like material originating from private property preliminary to, during or subsequent to the construction of new buildings, alteration or additions to existing buildings of whatsoever type in amounts exceeding one cubic yard per week, or when such materials result from work performed by a construction or building contractor. The Garbage Division shall not be responsible for collecting or hauling industrial waste from warehouses, abattoirs, or manufacturing plants. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 8)

616.108 Location of Garbage Receptacles. All parties receiving garbage, rubbish or refuse service shall place the garbage receptacles at curbside unless the garbage collection service provides collection at another location. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 9)

616.109 Disposing of Dangerous Materials. No person shall dispose of any acid, explosive material, inflammable liquids or any dangerous or highly corrosive material in any garbage container which shall be detrimental or harmful to any person. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 10)

616.110 Littering Prohibited. No person shall litter, sweep, lay, throw, allow or permit his employee or any other person under his control to litter, sweep, lay or throw any ashes, paper, dirt, boxes, garbage, refuse, non-combustible refuse, industrial waste, or rubbish of any kind in or upon any street, sidewalk, body of water, place, lot, air shaft, areaway, backyard, court, or alley; nor shall this material be dropped, spilled, or scattered from any vehicle upon any street, road, public or private place. The owner of leased or rented property shall remove the material from the common use areas of his property and keep the common use areas free from this material. USDs 2-5 Excepted. (Ord. 70-953-442, Sec. 2)

616.111 Disposing of Garbage and Pathological Waste. Garbage offal, refuse, dead animals and manure or any combination of these with rubbish shall be disposed of by incineration, burial, sanitary land fill or other method approved by the Health Division. The disposal of all pathological waste shall be by incineration or other method approved by the Health Division. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 12)

616.112 Standing Vehicles. Vehicles used for transporting any offensive matter shall not be allowed to stand or remain near any occupied premise and shall be kept clean so as not to cause a nuisance. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 13)

616.113 Penalty. The violation of any provision of this Chapter shall constitute a Class C offense against the City. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 15)

616.114 Citations and Fine Schedule. The Judges of the Municipal Court may in their discretion establish a schedule of fines to be assessed in cases of violations of this Chapter. Upon filing of such schedule with the Clerk of the Municipal Court, the Clerk is authorized to collect such fines in accordance with the provisions of the schedule thereof from all persons charged in citations with violations of any of the offenses included therein. Persons accused of offenses covered by this fine schedule may, within ten days, appear at the office of the Clerk of the Municipal Court and pay the fines so provided after entering their pleas of guilty to

the offense charged and after waiving in writing the right to trial. Where a person served by citation under the provisions of this Section shall elect not to pay the fine provided for such violation by the Judges of the Municipal Court, the Municipal Court Clerk shall issue a summons requiring the person to appear in Municipal Court. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 16)

616.115 Enforcement and Issuance of Citations. The Health Division, the Garbage Division and the Sheriff shall be responsible for the enforcement of this Chapter. The employees designated by the Director of Health, Welfare and Bio-Environmental Services and the Director of Public Works in writing, together with officers of the Sheriff's Office shall be authorized to issue citations hereunder. USDs 2-5 Excepted. (Ord. 69-986-718, Sec. 17)

1. Charter:

§3.02(12) Power to Collect and Dispose of Garbage and Other Refuse and to Regulate the Collection and Disposal of Garbage by Others

§3.02(18) Power to Build, Purchase, Maintain and Operate Public Utilities; Fix the Rates and Provide for Making Charges and Assessments Necessary for the Proper Furnishing of Such Service and to Provide Liens or Penalties and Withdrawal of Service for Refusal or Failure to Pay Utility Service Provided by the Consolidated Government

Art. 7, Ch. 7 Public Works Department
§7.706 Garbage and Street Cleaning Division

F.S.A.:

§167.06 Power of the City to Provide for Removal of Garbage
§167.73 Power of the City to Charge and Collect for Garbage Removal

§168.15 Depositing Garbage Near Water Supply Areas
§210.03 No Municipality Shall, After July 1, 1972, Levy or Collect Any Excise Tax on Cigarettes

§317.761 Transportation of Garbage
§381.03 State Board of Health Rules and Regulations for Garbage Disposal

§§339.29, 821.36, 861.10 Dumping Garbage, Offenses
§585.49 Garbage Defined

§861.13 et seq. Beautification of Dumps Visible from Highways

Fla. Atty. Gen. Ops.: An occupational license tax may be imposed on a garbage collector even though he operates under a franchise or pays monthly or annual fees to county.
1970 Op. Atty. Gen. 070-44

LDAO's:

Op. 122 Garbage and Sewer Rates -- Indigents -- Free Stamps in Lieu of Payment

Op. 146 Garbage Collection Franchise -- Duties of Franchisee
Op. 269 Garbage Collection -- Power of City to Make Mandatory -- Regulations

Op. 337 Collection by City of Charges by Private Companies for Garbage Collection Services

(Jacksonville 8-25-72)

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McQuillin:

Garbage Regulations, Generally §§24.245, 24.248
Contracts for Collection, Generally §24.251
Garbage Disposal, Generally §24.242

Cross References:

Director of Health, Welfare and Bio-Environmental Services §14.102
Division of Health §14.103
Public Works Department Ch. 18
Sheriff's Office Ch. 24
Utility Regulatory Board Ch. 60
Municipal Court Ch. 300
Water, Sewer and Garbage Utility Regulations Ch. 620
Utility Regulatory Board Rules Ch. 624
Utility Services Tax Ch. 806
Throwing Debris in Public §530.106
Throwing and Distributing Handbills §330.110
Class C Offense §304.101
Swill Garbage Ch. 520
Rodents and Insects -- Garbage Container Standards §526.105

Chapter 617

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Part 1. General

617.101 Generally. The City shall provide commercial and residential waste collection and disposal services by contract pursuant to this Chapter within the territory to which this Chapter applies. USDs Excepted. (Ord. 72-292-400; Sec. 1)
 72-292-400-292

617.102 Definitions. As used in this Chapter and in Chapter 60 of the Code:

(a) Board means the Utility Regulatory Board of the City.

(b) Contractor means any person, partnership, company corporation, association, or any other entity applying for a contract to provide or providing waste collection and disposal services to the City as described in this Chapter.

(c) Garbage means every accumulation of animal, vegetable, or other matter that attends the preparation, consumption, decay, dealing in or storage of meats, fish, fowl, birds, fruit or vegetables or any other putrescible matter, including animal feces, and also including cans, containers or wrappers along with such materials.

(d) Trash means every accumulation of leaves, grass cuttings, shrubbery cuttings, tree trimmings, or other refuse attending the care of lawns, shrubbery, vines and trees, and waste building materials, generated by residential premises.

(e) Rubbish means every accumulation of paper, excelsior, rags, wooden and paper boxes or containers, sweepings and all other accumulation of materials other than garbage which are usual to housekeeping and to the operation of stores, offices, and other business places and also any bottles, cans or containers.

(f) Residential Waste means any combination of garbage, trash and rubbish usual to housekeeping and generated solely by residents in the ordinary course of residential occupancy of a premises, excluding major appliances such as stoves and refrigerators, furniture, automobile bodies and parts, tires, household and yard appliances, and other bulky items not suitable for proper confinement in a garbage receptacle. It shall also include that waste collected from multi-family residential customers and commercial establishments, both as specified in Section 617.402 hereof.

(g) Residential Premises means every lot or parcel of land which is improved for occupancy as a single family residence, or a duplex.

(h) Duplex means a building divided horizontally or vertically and designed or occupied by two single family housekeeping units.

(i) Commercial Premises means every lot or parcel of land which is improved for occupancy, excluding residential premises.

(j) Curb side means the area within five feet of the edge of the traveled portion of any public or private street affording reasonable access to waste collection vehicles, but only such portion thereof as lies on the roadway side of any drainage ditch.

(k) Special Service means an additional convenience or service to the customer which increases the cost of service and is not a service required to be provided pursuant to this Chapter.

(l) Measure of Contract Compensation means the annual amount of money to be paid by the City to the Contractor for rendering waste collection and disposal service to a specified service area, the amount to be determined by multiplying the number of residential premises in the service area, as determined by the Board, times the annual rate of compensation.

(m) Annual Rate of Compensation means the amount of money per residential premises to be paid by the City to contractors for waste collection and disposal services to be rendered by the contractor to the residential premises.

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USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.103 Penalty. The violation of any provision of this Chapter by a contractor shall constitute an offense against the City, punishable as provided for violations of Section 620.109 of the Code. USDs Excepted. (Ord. 72-292-400, Sec. 1)

Part 2. Waste Collection and Disposal Service Charge

617.201 Waste Collection and Disposal Service Charge Established. In exchange for the providing of residential waste collection service, and for the availability thereof, to residential premises and to such commercial premises as receive residential waste collection services pursuant to this Chapter, there is imposed upon each such premises an annual waste collection and disposal service charge in an amount to be fixed from time to time by ordinance. It is the intent of the Council to fix such charge in an amount such that the estimated revenues therefrom shall be sufficient to defray the cost of providing such service, either directly or by independent contractor. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.202 Liability for Charges. The owner of every residential premises, and of every commercial premises electing to receive residential waste collection services pursuant to this Chapter, shall be responsible and liable for payment of the waste collection and disposal service charge imposed by this Part and for the furnishing of a sufficient number of receptacles and disposal containers for the premises to provide for disposal of residential waste from the premises. A commercial establishment in the same building with a residential dwelling unit, even though under the same ownership, shall not be considered a part of the residential premises, but shall be treated as a separate commercial premises. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.203 Payment and Collection of Charges.

(a) **Billing.** At substantially the same time each year as the ad valorem tax bills are mailed, the Tax Collector shall mail a statement of the amount of the waste collection and disposal service charges due to the owner of the property as reflected by the most recent tax

assessment roll. He shall also mail statements to those owners of similar property not contained on that tax roll based upon such information as may be available to him from other sources. The waste collection and disposal service charges shall be due and payable upon receipt each year, for residential waste collection services to be provided during the following calendar year, and shall become delinquent if not paid before January 1 of the said following year. A second bill shall be sent to all persons whose charges are delinquent, and shall include a five percent late charge. If not paid by April 1, the delinquent waste collection and disposal charge shall become a lien on the residential premises benefited by the service upon entry in the Waste Lien Book as provided in subsection (b) hereof.

(b) **Lien on Residential Premises.** Those delinquent waste collection and disposal service charges not paid before April 1, shall become a lien upon residential premises benefited by the service, upon entry in the "Waste Lien" book as hereinafter provided, shall be prior to all other liens except taxes and shall bear interest at the rate of ten percent per annum. The Tax Collector shall cause such liens to be entered in a book which shall be prepared and kept for that purpose and kept open for public inspection during reasonable office hours in the Office of the Tax Collector, labeled "Waste Lien Book." The entry shall be made on or before April 25 and shall include the amount and due date of the charges, and the legal description of the property upon which the lien is placed. Such liens shall be subject to foreclosure by the City pursuant to Chapter 173, Florida Statutes, or other applicable law.

(c) **Unpaid Commercial Service Charges.** If waste collection and disposal service charges remain unpaid after January 1 of each year, for service to be provided to any commercial or multi-family premises having elected to receive residential service, the Board shall order the contractor to not provide service to the premises. USDs Excepted. (Ord. 72-292-400, Sec. 1)

(d) **Collection and Cancellation of Lien.**

617.204 Notice of Lien. Upon the entry of the lien in the Waste Lien Book, with respect to residential premises, the Tax Collector shall:

(a) On or before April 25, cause a notice of assessment and lien to be published one time in a daily newspaper regularly published and in general circulation in the City, which notice

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shall show the nature of the lien, the total amount thereof, exclusive of interest and advertising costs, that such total is exclusive of advertising costs, and that the total amount shall bear interest at the rate of ten percent per annum *from the date of entry in the Waste Lien Book;*

(b) Within ten days after publication of the notice of assessment and lien, cause a notice of lien to be mailed to the owner of the affected property as indicated by the most recent tax assessment roll, which notice shall indicate the following:

(1) The original amount of the waste collection and disposal charge;

(2) The amount of the late charge; *as provided in Ord. 72-292-400, Sec. 1*

(3) The amount of the advertising cost;

(4) The total amount due; *as provided in Ord. 72-292-400, Sec. 1*

(5) That the total amount due shall bear interest at the rate of ten percent per annum ~~commencing on the date of entry in the Waste Lien Book;~~ *from the date of entry in the Waste Lien Book;*

(6) The date of publication of notice of assessment and lien;

(7) That the owner may file a sworn petition with the Secretary of the Council within forty days of the publication of notice of assessment and lien protesting any erroneous assessment and lien. USDs 2-5 Excepted. (Ord. 72-292-400, Sec. 1)

617.205 Petition Against Excessive or Erroneous Lien. The owner of the real property affected by any such notice of assessment and lien shall have the right at any time within forty days after the publication of such notice pertaining to the property of such owner, to present to the Public Services Committee of the Council a sworn petition stating his interest in the property and alleging that in the opinion of the petitioner the amount of the lien is erroneously entered, and to be heard upon such petition. If such petition is presented within such time, the Council shall make due and proper inquiry into the questions involved, and if it shall appear to the satisfaction of the Council that the cost as entered is erroneously stated then the Council, by resolution, shall so declare and shall cause the entry thereof in the Waste Lien Book to be corrected by the Tax Collector and shall fix such amount to be charged against the real property as may be just and proper. The amount so fixed shall stand as the amount of such lien. In all cases where no petition shall have been filed, as herein provided,

within forty days after the publication of the notice, the cost of such work as entered in the Waste Lien Book shall become a fixed lien on the real property. Notwithstanding the procedures of this paragraph, if at any time it shall appear to the Council that a lien is defective in its amount or its identification of the real property against which the lien is fixed, upon its own motion, the Council may, by resolution, so declare and shall cause the entry in the Waste Lien Book to be corrected by the Tax Collector. The lien shall be effective against the real property upon which it is assessed from the time of entry in the Waste Lien Book, and shall not become final until the amount thereof has been fixed as aforesaid. USDs Excepted. (Ord. 72-292-400, Sec. 1)

Part 3. Selection of Waste Collection and Disposal Service Areas and Contractors

617.301 Designation of Service Areas. There shall be no more than six service areas nor less than four service areas, the initial five of which are as follows:

(a) **Service Area I.** Commence at the southwest corner of Duval County at the intersection of the Duval County, Baker County, and Clay County lines; thence northerly along the Baker County-Duval County line to the intersection of the Baker County, Duval County, and Nassau County lines; thence northeasterly along the Duval County-Nassau County line to the southerly right-of-way of Interstate Highway No. 10; thence easterly along the southerly right-of-way of Interstate Highway No. 10 to the westerly right-of-way of Interstate Highway No. 295; thence southerly along the westerly right-of-way of Interstate Highway No. 295 to the northerly right-of-way of Normandy Boulevard (State Highway No. 228); thence easterly along the northerly right-of-way of Normandy Boulevard to the center line of Cedar River (also known as Cedar Creek); thence meander southeasterly along the center line of the Cedar River to the center line of the Ortega River; thence meander northeasterly along the center line of the Ortega River to the southeasterly boundary line of Urban Services District 1; thence southerly and easterly along the boundary line of Urban Services District 1 to the center line of the St. Johns River; thence southerly along the center line of the St. Johns River to the Duval County-Clay County line;

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thence westerly along the Clay County-Duval County line to the point of beginning.

(b) **Service Area II.** Commencing at the intersection of the southerly right-of-way of Interstate Highway No. 10 and the Nassau County-Duval County line, thence northeasterly along the Nassau County-Duval County line to the westerly right-of-way of U.S. Highway No. 1, thence southerly along the westerly right-of-way of U.S. Highway No. 1 to the southerly right-of-way of Moncrief Road, thence southeasterly along the southerly right-of-way of Moncrief Road to the northeasterly boundary line of Urban Services District 1, thence westerly and southerly along boundary line of Urban Services District 1 to the center line of the Ortega River, thence meander southwesterly along the center line of the Ortega River to the center line of the Cedar River (also known as Cedar Creek), thence meander northwesterly along the center line of the Cedar River to the northerly right-of-way of Normandy Boulevard (State Highway No. 228), thence westerly along the northerly right-of-way of Normandy Boulevard to the westerly right-of-way of Interstate Highway No. 295, thence northerly along the westerly right-of-way of Interstate Highway No. 295 to the southerly right-of-way of Interstate Highway No. 10, thence westerly along the southerly right-of-way of Interstate Highway No. 10 to the point of beginning, excepting that part lying within Urban Services District No. 5 (City of Baldwin).

(c) **Service Area III.** Commencing at the intersection of the westerly right-of-way of U.S. Highway No. 1 with the Nassau County-Duval County line, thence easterly along the Nassau County-Duval County line to the mean high water mark of the Atlantic Ocean, thence southerly along the mean high water mark of the Atlantic Ocean to the center line of the St. Johns River, thence meander westerly along the center line of the St. Johns River to the northerly boundary line of Urban Services District 1, thence westerly along the northerly boundary of Urban Services District 1 to the westerly right-of-way of Moncrief Road; thence northwesterly along westerly right-of-way of Moncrief Road to the westerly right-of-way of U.S. Highway No. 1; thence northerly along the westerly right-of-way of U.S. Highway No. 1 to the point of beginning.

(d) **Service Area IV.** Commencing at the intersection of the northerly right-of-way of

Beach Boulevard (U.S. Highway No. 90) with the easterly boundary line of Urban Services District 1 thence northerly along the easterly boundary of Urban Services District 1 to the center line of the St. Johns River, thence meander easterly along the center line of the St. Johns River to the Atlantic Ocean; thence southerly along the mean high water mark of the Atlantic Ocean to the northerly right-of-way of Beach Boulevard (U.S. Highway No. 90); thence westerly along the northerly right-of-way of Beach Boulevard to the point of beginning, excepting that part lying within Urban Services Districts 2, 3, and 4.

(e) **Service Area V.** Commencing at the intersection of the northerly right-of-way of Beach Boulevard (U.S. Highway No. 90) and the easterly boundary line of Urban Services District 1, thence easterly along the northerly right-of-way of Beach Boulevard to the mean high water mark of the Atlantic Ocean thence southerly along the mean high water mark of the Atlantic Ocean to the St. Johns County-Duval County line, thence westerly and southerly along the St. Johns County-Duval County line to the southeasternmost corner of Duval County, thence westerly along the St. Johns County-Duval County line to the center line of the St. Johns River, thence meander northerly along the center line of the St. Johns River to the southerly boundary line of Urban Services District 1, thence northeasterly and easterly along the southerly boundary line of Urban Services District 1 to the point of beginning, excepting that part lying within Urban Services District 2. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.302 Advertising for Service Contractors. The Board shall call the submission of applications to provide such service by any interested person or persons and shall direct the Purchasing Officer of the City to publish one time in a daily newspaper of general circulation in the City at least fifteen days before the closing date for filing applications a legal notice that the Board will receive sworn applications for a contract for each service area. The notice shall include the following:

- (a) Specified service areas;
- (b) The standards, pursuant to subsection 617.308(b) which the Board will consider when awarding the contracts;
- (c) That an original and two copies of each

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application must be submitted in accordance with Chapter 617 of the Ordinance Code and that copies of that chapter are available, upon request, from the Board;

(d) That a separate application must be filed for each service area applied for; and

(e) That applications must be delivered to the Purchasing Division, Room 301, City Hall, no later than 5:00 P.M. on the date specified. USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.303 Filing for Applications.

(a) An original and two copies of each application for a contract must be filed for each service area applied for.

(b) Applications shall be delivered to the Purchasing Division of the City, Room 301, City Hall, no later than 5:00 P.M. on the date specified in the notice, and, upon receipt shall immediately be delivered by the Division to the Board.

(c) Application shall be sworn to before a notary public or other officer authorized to administer oaths in the following terms:

"I swear (or affirm) under the penalties of perjury that the information given in this application is true and correct."

USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.304 Content of Application. Each application shall include the following:

(a) The full name and address of the applicant.

(b) The character of the organization, that is, whether a corporation, company, association, joint stock association, individual proprietorship, firm or partnership.

(c) If a corporation, the names and addresses of its officers and directors and a copy of its articles of incorporation and all amendments thereto.

(d) The date the business was legally organized and if now in business, the date of commencement of service to customers.

(e) If applicant is an individual, firm, corporation, association, or partnership, the names and addresses of all parties owning an interest in the applicant organization; if applicant is a partnership, a copy of the partnership agreement and all amendments thereto; if applicant is a corporation, the names and addresses of all the stockholders of the corporation and the percentage of the total stock held by each stockholder.

(f) A detailed and audited statement of financial condition (balance sheet) of applicant, prepared by a duly licensed independent certified public accountant, showing all assets and liabilities of every kind and character including secured and unsecured debts, judgments, current indebtedness and all other liabilities.

(g) A detailed and audited statement of profit and loss of applicant, prepared by a duly licensed independent certified public accountant, for the preceding calendar or fiscal year if applicant has operated for that period.

(h) A detailed projected statement of operations for the applicant's next succeeding fiscal year with supplementary information detailing the following:

(1) A schedule of fixed assets, depreciation expense and reserve for depreciation which shall include a detailed list of all vehicles and equipment presently in use including make, model, year, capacity, remaining service life, and other pertinent data. The applicant shall also provide a detailed list of vehicles and equipment it intends to acquire in the event that the applicant is awarded a contract, together with its projected method of financing these additions.

(2) A schedule of all personnel required to operate for the projected year, including supervisory and management personnel, including the job description, number of personnel, and required compensation for each classification.

(i) Estimated number of residences to be served, with supportive data and method of determining number of residences.

(j) Data on sanitary landfill site to be used at time of application, including:

(1) Location

(2) Landowner

(3) Operator

(4) Size (Acres)

(5) Remaining Life (years)

(6) Copy of Certificate of Public Convenience and Necessity issued by the Health Division, if operated by applicant.

(7) A statement of projected cost of operations for landfill and disposal.

(k) Evidence of insurability by submission of a binder meeting the requirements of this Chapter. USDs Excepted. (Ord. 72-292-400; Sec. 1)

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617.305 Public Hearing on Measure of Contract Compensation. Prior to awarding the contracts, the Board shall give at least fifteen days notice by publication one time in a newspaper of general circulation in the City of a public hearing to be held by the Board to determine, pursuant to Section 617.306, the measure of contract compensation to be paid the contractors. The notice shall contain the date, time, and place of the meeting, that all interested parties may attend and be heard, the factors specified in Section 617.306 to be considered by the Board in making its determination and that the meeting may be adjourned from time to time to a time certain until completed. (Ord. 72-292-400, Sec. 1)

617.306 Measure of Contract Compensation. The Board shall determine the measure of contract compensation to be paid to contractors providing residential waste collection and disposal services to the City pursuant to this Chapter. The Board shall determine the annual rate of compensation which shall be applied uniformly to all service areas. In determining the annual rate of compensation the Board shall consider the following factors.

(a) Number of residential premises in each service area as determined by the Board.

(b) Reasonable necessary expenses incurred in operations;

(c) A rate of return upon the investment of the contractor that is fair, just, and compensatory;

(d) Any other relevant factors which may include an operating ratio of the contractors' operating expenses to gross revenue. Thereafter if the Council shall not reject the contract rates as designated by the Board within thirty days, the Board's determination of the contract rates shall become effective. (Ord. 72-292-400, Sec. 1)

617.307 Public Hearing on Award of Contracts. Prior to awarding the contracts pursuant to Section 617.308, the Board shall give fifteen days prior notice by publication one time in a newspaper of general circulation in the City, of a public hearing to be held by the Board to determine which applicants shall be awarded the contracts for waste collection and disposal service for the five designated service areas of the City. The notice shall contain the date, time,

and place of the meeting, that all interested parties may attend and be heard, the factors specified in Section 617.308 to be considered by the Board in making the awards and that the meeting may be adjourned from time to time to a time certain until completed. (Ord. 72-292-400, Sec. 1)

617.308 Award of Contracts.

(a) Within ninety days after the closing date for filing applications, the Board shall enter its orders granting or denying the contracts in the best interests of the City, and the Mayor may immediately execute contracts pursuant thereto between the City and successful applicants subject to the condition that funds therefore are appropriated.

(b) In making such determination the following criteria shall be considered:

(1) The applicant's financial fitness;

(2) The applicant's experience;

(3) The quality and quantity of the applicant's proposed equipment and facilities, and the service to be rendered.

(4) If the applicant presently provides residential or commercial waste collection services, whether existing operations are satisfactory.

(5) Whether the applicant or any of its owners, officers or directors has a criminal record;

(6) The ability of the applicant to earn a fair return on invested capital; and

(7) Such other considerations as the Board deems relevant.

(c) A separate contract shall be awarded for each service area.

(d) No contractor shall be awarded more than two contracts.

(e) No contractor owned or controlled in any manner by any person, corporation, or other entity having any ownership interest, or control of another contractor which has been awarded a contract pursuant to this Chapter shall be awarded a contract. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.309 Contract Provisions; Exemption from Purchasing Code. Every contract awarded by the City pursuant to this Chapter shall be exempt from Part 2 of the Jacksonville Purchasing Code and shall include at least the following provisions and conditions:

(a) Term. The contract shall be effective for a

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period of six years, except that a contract may be issued for a lesser period if necessary to effect a common expiration date of all outstanding contracts or if the City elects to serve the area of operation directly by City forces.

(b) **Transferability.** No contract may be sold, assigned or transferred to another by the contractor named therein, nor shall any person cause or permit the transfer of stock control of a corporate contractor unless approved by the Board. The transferor and transferee shall jointly file an application for a transfer, in the same form as required for an application for an original contract, together with the details of the proposed transaction, including consideration, method of payment, effective date of transfer, and other pertinent facts required by the Board. The Board shall approve or disapprove the transfer based upon the same criteria as apply to the original award of a contract. Any transferee shall agree to comply with, assume and perform all liabilities, obligations, conditions and standards imposed by the contract upon the transferor. No consideration paid by a transferee to a transferor, allocable solely to contract rights, shall ever be recognized by the City for purposes of determining compensation to a contractor.

(c) **Standards of Service.** The contractor shall agree to comply with all of the standards of service provided by Ordinance of the City, as such ordinances may be amended from time to time throughout the term of the contract in the exercise of the City's public health and safety functions.

(d) Insurance.

(1) **Automobile and General Liability Insurance Required.** The contractor shall carry at his own expense a comprehensive automobile and general liability insurance policy issued by an insurance company authorized to write liability insurance in this state having a "B" rating or better from Alfred M. Best Company, and possessed of a certificate duly issued by the State Insurance Commissioner of this State, or such other officer as may from time to time be designated by the laws of the State, in an amount of not less than one hundred thousand dollars for each person for bodily injury, sickness or disease including death resulting therefrom, three hundred thousand dollars for each occurrence and twenty-five thousand dollars for all property damages in any one occurrence for each vehicle owned, operated,

driven or controlled by the contractor and which vehicle is being utilized for the collection of refuse, and all operations necessary or incidental to the operations under the contract and owner of the contract. The policy may be in the form a separate policy covering all vehicles operated by the contractor in furtherance of waste collection in which latter event the policy shall provide insurance on each vehicle in the amounts required in this subsection. The policy or policies shall include an endorsement to the effect that the same cannot be cancelled for any cause without notice of cancellation being served upon the Board and General Counsel at least thirty days prior to the date of cancellation. The policy or policies shall be in the generally accepted form used in this state for liability insurance companies for public liability policies and shall further provide that the insolvency or bankruptcy of the assured shall not relieve the company from the payment of damage for injuries or death sustained, or loss occasioned within the provisions of the policy; that the prepayment of any judgment that may be recovered against the assured upon any claims covered by the policy shall not be a condition precedent to any right of action against a company upon the policy, but that the company shall be bound to the extent of its liability under the policy, and shall pay and satisfy such judgment by the injured person, or his heirs or personal representatives, as the case may be, to enforce the liability of the company as therein set forth. *Insurance Bonds*

(2) **Renewal Policy.** At least forty-five days before the expiration of an existing policy, a renewal policy shall be filed with the Board, and the General Counsel shall approve or reject the policy as to form and as to sufficiency. The filing of a policy shall not constitute compliance with this section until the policy has been approved by the General Counsel. The contractor shall agree not to drive or operate any vehicle for the purpose of collection of garbage or solid waste until the policy covering the same is approved.

(3) **Notice of Cancellation.** If a policy is cancelled, the insurance company and contractor shall notify the Board and the General Counsel at least thirty days before cancellation.

(4) **City Held Harmless.** Should any suit for damage be brought against the City in connection with any accident or occurrence

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relating to waste collection, the disposal thereof, the operation of vehicles, then the contractor shall defend the same and will be liable for any judgment obtained and will save the City harmless therefrom.

(c) **Performance Bond.** The contractor shall maintain on file with the Board a bond in the amount of fifty thousand dollars in a form approved by the General Counsel of the City and payable to the City guaranteeing the faithful performance of the company's obligations under, and throughout the period covered by, its contract. The bond shall be payable to the City, and shall be conditioned that the contractor shall well and faithfully observe, fulfill and perform according to his contract and the requirements of this Chapter and that in the event of any failure to do so on the part of the contractor, the amount thereof shall be recoverable by the City for all damages proximately resulting from the failure of the contractor to well and faithfully perform according to the conditions of the bond. No surety on any bond shall be permitted to provide residential waste collection service secured by its bond in lieu of such payment. The contract and Performance Bond shall have a common expiration date. It shall be a condition of any such bond that the surety thereon shall provide one hundred twenty day notice of proposed cancellation of the bond.

(f) **Filing of Route List and Notice of Changes.** The contractor shall file with the Board and keep current a list of routes for residential waste collection service, designating routes for residential waste except trash and routes for trash separately, together with a map of those routes, which list shall specify the days of pick-up for residential waste except trash on each route and the days of pick-up for trash on each route. The contractor shall not make any changes in the days of pickup for its routes on file with the Board unless and until the Board has approved the change and each residential premises affected by any such change has received at least five days prior notice of the change by publication one time in a newspaper of general circulation in the City.

(g) **Uniform Accounting System.** The contractor shall keep its accounting records and books according to a uniform chart of accounts and accounting system prescribed by the Board.

(h) **Certified Financial Statement Required.** The contractor shall furnish the Board with

certified annual financial statements, prepared by a duly licensed independent certified public accountant, containing an unqualified opinion, within ninety days after the expiration of each calendar year within the contract period. The statements shall be prepared in such form as to fully disclose the income and expenses properly chargeable to the contracted waste collection services as a separate operating entity, and in a uniform accounting format required by the Board.

(i) **Disposal of Waste.** The contractor shall dispose of residential waste in an approved sanitary landfill operated in compliance with Chapter 618 of the Ordinance Code. If the City elects to provide landfill or other disposal facilities to the contractor, the contractor may continue the use of his disposal site in use on the effective date of this ordinance for such period of time as may be approved by the Board. Thereafter, but no later than January 1, 1975, the contractor shall dispose of residential waste in a sanitary landfill or other disposal facility operated by the City. Commencing on January 1, 1975, the costs of operating the City's sanitary landfill or other disposal facilities for disposal of waste collected pursuant to this Chapter, shall be included in the waste collection charge imposed by Section 617.201 and there shall be no charge to the contractor for disposal of such waste in the City landfills.

(j) **Remedies for Breach of Contract.** The Board or, if and to the extent delegated by the Board its staff, shall serve as a review and enforcement body to insure that the contractor fulfills all of the obligations of the contract. Upon request by the Board the contractor agrees to appear before the Board to promptly respond to any complaint filed before the Board.

(1) The City may elect to remedy the breach itself and contractor shall agree to reimburse the City for the actual cost thereof;

(2) After proper notice and hearing upon a finding by the Board of a continual or substantial breach of contract, the Board may recommend to the Mayor that he elect to terminate the contract and to provide residential waste collection services in the contractor's service area for the remainder of the contract, either by City forces or by contract with another, in which event the contractor agrees to pay to the City as damages the excess of the City's cost of providing the service over the compensation which would have been due to the

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contractor pursuant to the contract; or

(3) In lieu of or in addition to either of the foregoing remedies, the Board may institute appropriate proceedings before the appropriate court for violation of any ordinance of the City by the contractor.

(k) **Method of Payment.** Compensation shall be payable to the contractor in equal monthly installments at the end of the month for which service was provided. Payment shall not be made by the City's Director of Finance if he receives a written certification from the Board that the contractor is in default under the contract, and that payment should be withheld, or, if the contractor has defaulted and the City has not terminated the contract, that the City's cost of remedying the breach, in the amount determined by the Board, should be deducted from the payment to be made, in which event only the net amount after such deduction shall be paid. No withheld payment or part thereof shall be released by the Finance Director until authorized to do so by the Board.

(l) **Review of Measure of Contract Compensation Public Hearing.**

(1) During the second quarter of each year following the 1973 calendar year, and after giving at least fifteen days notice of a public hearing by publication one time in a newspaper of general circulation in the City, the Board shall review the number of residential premises in the service areas and the measure of contract compensation to be paid by the City under the contracts. In making adjustments, if any, in either the rate of compensation, the number of premises in the areas or the measure of contract compensation paid under any contract, the Board shall consider the factors specified in Section 617.306 and the number or residential premises in the service areas as determined by the Tax Collector.

(2) The required notice of public hearing shall include the date, time, and place of the hearing and a general description of the matters to be heard by the Board. The hearing may be held jointly with the public hearing specified in subsection (m) hereof.

(3) If the Council shall not reject the changed measure of contract compensation as designated by the Board within thirty days of such designation, the Board's determination of the changed measure of contract compensation shall become effective the next January 1.

(m) **Adjustment of Service Areas; Public**

Hearing.

(1) During the second quarter of each year following the 1973 calendar year, and after giving at least fifteen days notice of a public hearing by publication one time in a newspaper of general circulation in the City, the Board shall review the boundaries of the service areas and adjust the number of service areas or the boundaries of same if it finds changes are necessary to more effectively serve the residential premises.

(2) The Board's determination of the adjusted service areas, if any, shall become effective January 1 of the following year.

(3) In making the adjustments, the Board shall consider the following factors:

(i) Number and density of residential premises in the service areas.

(ii) Quality of service previously provided to the residential premises in the portions of the service areas to be adjusted.

(iii) Reasonable necessary expenses incurred to serve the residential premises in the portions of the areas to be adjusted.

(iv) Any other factors which the Board may find relevant.

(4) The required notice of public hearing shall include the date, time and place of the hearing and a general description of the matters to be heard by the Board.

(5) The required public hearing may be held jointly with the public hearing specified in subsection (1) hereof. (Ord. 72-292-400, Sec. 1)

617.310 Conduct of Hearings. All hearings held by the Board pursuant to this Part 3 shall be conducted in accordance with the provisions of the Florida Administrative Procedure Act. (Ord. 72-292-400, Sec. 1)

Part 4. Standards of Service

617.401 Residential Waste Collection Service. The contractor shall provide residential waste collection service to all residential premises in the City within the contractor's area of operation or service area, except to such premises as are owned by the holder of a permit from the Public Health Division of the City permitting the disposal of residential waste from the premises in a sanitary manner approved by the Public Health Division. USDs Excepted. (Ord. 72-292-400, Sec. 1)

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617.402 Commercial and Multi-Family Residential Service.

(a) **Mandatory Collection by Contractor.** Upon request, the contractor shall provide residential waste collection service to multi-family residential customers not exceeding eight dwelling units, including apartment buildings, the majority of the units of which have separate kitchen facilities including a sink, stove and refrigerator, and mobile home parks, and to commercial establishments generating not more than three forty-pound waste receptacles for each twice-weekly pick-up, under the following procedures:

(1) The applicant for service shall apply to the Board for collection service. The Board shall determine whether the applicant meets the criteria for service to commercial and multi-family residential customers set forth.

(2) Upon determination by the Board that the applicant is entitled to residential waste collection service, the applicant for service shall pay to the Tax Collector an annual waste collection service charge in an amount equal to the single-family residential rate then in effect multiplied by the number of dwelling units to be served. The charge shall not be prorated for partial year service.

(3) The Tax Collector shall issue to the applicant a receipt therefor, and send two copies of the receipt to the Executive Director of the Board, who shall thereupon direct the contractor to provide collection service, accompanying his order with a copy of the Tax Collector's receipt.

(4) The contractor shall be compensated for such collections according to the terms of his contract.

(b) **Negotiated Collection by Contractor.** Upon request, any other multi-family residence or commercial establishments unable to attract competitive commercial service due to geographical isolation from a commercial waste collection service route shall receive collection service from the contractor. Fees and conditions for such service shall be subject to negotiations between the contractor and the customer, with collection of fees the responsibility of the contractor. The contractor shall be entitled to discontinue collection service for non-payment of fees. The Board retains jurisdiction to review and determine reasonable fees to be charged by the contractor for collection services and conditions for collection, when the contractor

and the customer fail to successfully negotiate such fees and conditions. A hearing may be held on the reasonableness of any such fees at the discretion of the Board. (Ord. 72-292-400, Sec. 1)

72-518-4116 Referred
617.403 Exemption from Waste Collection Service Requirements. Any person may be exempted from the requirement to accept and pay for residential waste collection service pursuant to this Chapter by applying for and obtaining not later than January 1 of each year from the Public Health Division a permit to dispose of residential waste. The Public Health Division shall issue such a permit only if (a) the applicant presents to the Division a plan for disposing of such waste in a sanitary manner meeting detailed standards fixed by the Division and (b) the applicant's premises are accessible only from a right-of-way in such a condition as to render the premises substantially inaccessible to standard waste collection vehicles. The applicant shall present to the Tax Collector any permit issued. The Tax Collector shall make a record of the permit, and delete the applicant's name from the billing list of the City for residential waste collection service. An aggrieved applicant for a permit may appeal a decision of the Public Health Division under this section to the Public Health and Welfare Committee of the Council by filing written objection thereto with the Secretary of the Council within ten days of the action objected to. The Tax Collector shall provide a receipt of the permit to the applicant and two copies of the permit receipt to the Utility Regulatory Board. The Board shall notify the appropriate contractor to delete service to the exempted premises, in writing, and shall maintain a record thereof. **USDs Excepted.** (Ord. 72-292-400, Sec. 1) *USDs Excepted for Refuse*

617.404 Refuse on Streets. In addition to regular scheduled service, the contractor shall pick up any quantities of waste of the character of residential waste dumped or scattered on public rights-of-way within the area served upon request by the Board. This requirement shall only apply if the City provides a general area-wide initial cleanup of the contractor's service area before the request by the Board. **USDs Excepted.** (Ord. 72-292-400, Sec. 1)

617.405 Special Services. Services such as backdoor collection, below ground collection,

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removal of any refuse other than residential waste as defined herein, or additional pickups shall be subject to negotiations between the contractor and the owner or occupant of residential premises. The Board retains jurisdiction to review and determine reasonable fees to be charged by the contractor for special services when the parties fail to successfully negotiate such fees. A hearing may be held by the Board on the reasonableness of any fees charged. USDs Excepted. (Ord. 72-292-400, Sec. 1)

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617.406 Frequency of Waste Collection. Except for those residential premises in the contractor's service area with respect to which the owner holds a permit from the Public Health Division issued pursuant to this Chapter, the contractor shall pick up from the curbside adjacent to each residential premises in his service area (a) garbage and rubbish at least twice a week, and (b) trash at least once a week. Pick-ups shall not be reduced by holidays, but pick-ups normally scheduled to be made on a holiday may be rescheduled upon approval by the Board and notification to the affected residential premises by notification in a newspaper of daily circulation in the City as required by the Board. The contractor shall not observe any holiday different from those observed by the City's Division of Sanitation. USDs Excepted. (Ord. 72-292-400, Sec. 1)

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617.407 Waste Receptacles.

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(a) Garbage and Rubbish. Garbage and rubbish shall be placed for collection separately from trash, and shall be placed in waste receptacles weighing not more than forty pounds and meeting the following additional standards:

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(1) A container of not more than thirty gallon nor less than twelve quart capacity which is:

- (i) Free from jagged and sharp edges;
(ii) Free from inside structures, such as inside bands or reinforcing angles, which would prevent free discharge of the contents;
(iii) Watertight and of impervious material; and
(iv) Provided with a tight fitting cover to protect the contents from flies, insects, rats and other animals; or

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(2) Wet strength kraft paper bag of not more than four cubic feet capacity having such

characteristics, markings and method of securing as are prescribed by regulation of the Health Division; or

(3) A plastic bag having an inside circumference of at least forty inches and not more than sixty and one-half inches and an inside length of at least twenty-two inches and not more than thirty-seven and one-half inches, and having such characteristics, markings and method of securing as are prescribed by regulation of the Health Division.

(b) Trash. Trash shall be placed for collection in either a garbage receptacle meeting the standard for garbage and rubbish collection or a disposable container. Tree limbs or trimmings shall not exceed five feet in length or six inches in diameter. Each receptacle, disposal container, or other item shall weigh less than forty pounds. Trash shall be placed for collection separately from garbage or rubbish. The contractor shall not be required to collect any trash which does not comply with the requirements in this subsection or which exceeds five cubic yards per week.

(c) Location of Residential Waste for Collection. All persons receiving residential waste collection service pursuant to this Chapter shall place waste receptacles, disposal containers and other items at the curbside, unless the contractor has agreed to provide a special service collection at another location. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.408 Removal of Improper Receptacles. Any container used for the collection or storage of residential waste which fails to meet the standards prescribed by this Chapter shall be clearly marked by the contractor, specifying the manner in which the container fails to meet these requirements. Any container which fails to meet these requirements and is so marked shall be removed from service by the party furnishing it. Upon failure of the party furnishing the container to remove it from service after written notice by the contractor, the contractor shall remove the container from service and destroy it. USDs Excepted. (Ord. 72-292-400, Sec. 1)

617.409 Hours of Collection. The contractor shall provide residential waste collection services between the hours of 6:00 a.m. and 6:00 p.m., except to meet holiday or emergency demands as directed by the Board. USDs Excepted. (Ord. 72-292-400, Sec. 1)

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617.410 Office Hours of Contractor. The contractor shall maintain an office in the City of Jacksonville and shall keep the office open and the office telephones answered between the hours of 9:00 a.m. and 3:00 p.m. on weekdays, except to meet holiday or emergency demands as directed by the Board. USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.411 Route Reruns and Special Pick-Ups. The Board may direct a contractor to rerun all or any part of any route when the Board determines that adequate service has not been provided. USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.412 Information Available to Residents. The contractor shall make available to any resident at its principal place of business in the City, upon the resident's request, any pertinent information regarding the service rendered. The contractor shall have on file for inspection upon request of the general public at each of its principal places of business the following:

- (a) A copy of the form of contract relating to the service area of the contractor;
- (b) A copy of the applicable City ordinances and Board rules and regulations;
- (c) A map showing the area serviced by the contractor; and
- (d) A legible notice placed in a conspicuous place in the office to the effect that a copy of the foregoing are kept there for inspection by the general public. USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.413 Collection Equipment.

- (a) **Condition of Equipment.** Equipment used by a contractor shall be maintained in such condition as to prevent any sanitary nuisance or safety hazard. Vehicles shall be washed thoroughly with suitable disinfectant and deodorant daily, and all vehicles shall be washed on the outside weekly.
- (b) **Truck Identification.** All equipment used in the collection of waste by a contractor shall be clearly identifiable with the name of the contractor, telephone number and vehicle number.
- (c) **Standing Vehicles.** Waste collection vehicles used by a contractor shall not be allowed to stand unattended on any public or private street.

(Jacksonville 8-25-72)

(d) **Blocking of Traffic.** The contractor's equipment shall be operated so as to minimize interference with vehicular or pedestrian traffic.

(e) **Littering.** Collection shall be made and the equipment operated and maintained by a contractor in such a manner as to prevent the dropping or scattering of residential waste (solid or liquid) anywhere except in a lawful landfill disposal site. All waste spilled or scattered from vehicles shall be immediately picked up by the collector. USDs Excepted. (Ord. 72-292-400; Sec. 1)

617.414 Conduct of Personnel. All contractor personnel in both field and office shall refrain from belligerent behavior and profanity. Correction of any such behavior and language shall be the responsibility of the contractor. Personnel shall make collection with as little noise and as little disturbance to the resident as possible. Waste receptacles shall be carefully handled by the personnel and shall be thoroughly emptied and left at the premises where they are found, standing and with covers placed adjacent to the can at the curbside. This work shall be done in a sanitary manner and any waste spilled by the collector shall be immediately picked up by the collector. Personnel shall not be required to expose themselves to the danger of being bitten by vicious dogs in order to accomplish collection. In any case where the owner or tenants have such animals at large, the contractor shall immediately notify the Board and the City's Animal Control Officer in writing of such condition and of his inability to make collection because of such condition. USDs Excepted. (Ord. 72-292-400; Sec. 1)

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Charter:

§3.02(12) Power to Regulate Franchisees' Collection and Disposal of Garbage

§7.706 Garbage and Street Cleaning Division

F.S.A.:

§167.06 Power of the City to Provide for the Removal of Garbage

§168.15 Depositing Garbage Near Water Supply Areas

§317.761 Transportation of Garbage

Fla. Atty. Gen. Ops.:

An occupational license tax may be imposed on a garbage collector even though he operates under a franchise or pays monthly or annual fees to the county. 1970 Op. Atty. Gen. 070-44

LDAO's:

Op. 146 Garbage Collection Franchise -- Duties of Franchisee

Op. 269 Garbage Collection -- Power of City to Make
Mandatory Regulations

Op. 337 Collection by City of Charges by Private Companies
for Garbage Collection Services

McQuillin:

Contracts for Garbage Collection, Generally §24.251

Chapter 618

GARBAGE DISPOSAL¹

- 618.101 Purpose and Intent
- 618.102 Definitions
- 618.103 Certificate Required for Sanitary
Landfill and Dump
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Certificate
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618.101 Purpose and Intent. The City finds that the indiscriminate and uncontrolled use of property for disposal of garbage and refuse in the City is contrary to the interest of the public health and recognized public health standards. It is the purpose of this Chapter to preserve the public health by requiring a certificate of public convenience and necessity for the use of property as a sanitary land fill or as a dump and by imposing health regulations upon those uses.

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618.102 Definitions. As used in this chapter:

(a) **Director** means the Director of the Department of Health, Welfare and Bio-Environmental Services or his designee.

(b) **Planning Board** means the Jacksonville Area Planning Board.

(c) **Garbage** means all animal and vegetable waste and all putrescible waste matter.

(d) **Refuse** means all non putrescible waste matter substances.

(e) **Sanitary Landfill** means land on which garbage or refuse or both are accepted for deposit or permitted or suffered to be deposited.

(f) **Dump** means land on which refuse collected from the public is accepted for deposit or permitted or suffered to be deposited.

(g) **Certificate** means a certificate of public convenience and necessity issued under this Chapter. (Ord. 71-492-196, Sec. 1)

618.103 Certificate Required for Sanitary Landfill and Dump. No person shall use any property or permit another to use property under his control as a sanitary landfill or as a dump without a certificate issued by the Council.

618.104 Application for Certificate. Application for a sanitary landfill or dump certificate shall be filed in quadruplicate with the Director, containing:

(a) A description and plat of the land involved;

(b) An operational work plan prepared by a registered professional engineer, as required by the Director:

(1) A description of the sequence and plan of operation;

(2) The availability of, and equipment for use of, a water supply;

(3) The type and capacity of equipment to be used;

(4) Plans for fire, nuisance and vermin control;

(5) Existing and proposed roadways and other accesses;

(6) Existing topography and water courses on the land;

(7) A diagram and written description of the location and extent of dikes, earthwork, and fill operations; and

(8) Estimated daily volume of garbage and refuse.

(c) A demonstration of public need for the landfill;

(d) Such other information as the Director may reasonably require;

(e) An application fee of two hundred dollars for applicants other than governmental bodies; and

(f) A cash deposit or performance bond in the amount of three thousand dollars conditioned upon favorable compliance with this Chapter and with State law and regulations respecting sanitary nuisance for applicants other than governmental bodies. (Ord. 71-492-196, Secs. 2, 3)

618.105 Director and Planning Board Recommendations.

(a) **Generally.** The Director shall forward a copy of the application to the Planning Board. The Director and the Planning Board shall each submit a report and recommendation of approval or denial of a certificate to the Council within thirty days after filing.

(b) **Factors Considered by Director.** The Director shall review the application and the site and shall consider in his report and recommendation:

(1) Whether the proposed method of operation will comply with the requirements of this Chapter and with the Florida Sanitary Code; and

(2) Whether any hazard or menace to the public health would be created by the proposed use of the land involved or by the proposed method of operation.

(c) **Factors Considered by Planning Board.** The Planning Board shall review the application and the site and shall consider in its report and recommendation:

(1) Compliance with the Zoning Code;

(2) The quantity of garbage and refuse in the City requiring disposal;

(3) The capacity of existing sanitary landfills and dumps and of the proposed operation;

(4) The availability of alternate methods of disposal;

(5) Potential sites best suited to serve the City; and

(6) The probable effect of the proposed use on the character of the surrounding area, traffic patterns, and

(7) Such other considerations as the Planning Board deems relevant.

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618.106 Public Hearing. After receipt of the reports and recommendations, and before granting or denying the application, the Council shall schedule a public hearing before the Council, or one of its committees, as designated by the President of the Council. At least fifteen days notice of the hearing shall be given by mail to the applicant and to all holders of outstanding certificates under this Chapter and by publication once in a newspaper of general circulation in the City.

618.107 Issuance of Certificate. The Council shall issue the certificate if it finds that public convenience and necessity require the proposed sanitary landfill, based upon the criteria considered by the Director and the Planning Board.

618.108 Operation of Sanitary Landfill. The following regulations apply to the operation of a sanitary landfill:

(a) **Materials Acceptable for Deposit.** A sanitary landfill may accept for deposit garbage and refuse, but not explosives or highly inflammable material.

(b) **Garbage and Refuse Compacted.** All garbage and refuse placed in a sanitary landfill shall be thoroughly compacted by equipment of a size and weight capable of producing a downward or ground pressure of at least five pounds per square inch. Auxiliary equipment shall be maintained on the site or otherwise made available to permit operation in case of equipment breakdown.

(c) **Depth of Material.** Mixed garbage and refuse shall be spread out on the working face of the landfill so that the depth does not exceed a maximum of two feet prior to its compaction.

(d) **Supervision to Prevent Nuisance.** The landfill area shall be continually supervised to prevent fire and blowing of papers and other refuse. The area shall be kept neat and sanitary at all times. All mixed garbage and refuse shall be compacted and covered within twelve hours of its deposit in the landfill.

(e) **Landfill Cover.** Permissible cover material for the landfill is earth, loam, clay, sand or a mixture of at least fifty per cent earth and other inert materials, such as ashes, cinders or gravel. A minimum depth of twelve inches of compacted cover material is required on all active faces of the landfill at all times. The active face of the landfill shall be covered, when

required by these regulations, with at least six inches of cover material.

(f) **Final Cover.** When the fill reaches a level of two feet below the desired finished grade, it shall be covered with at least two feet of compacted cover material graded and seeded in such a manner as to prevent erosion.

(g) **Trench Distances.** If the trench system of sanitary landfill is used, successive parallel trenches must be at least two feet apart.

(h) **Fence.** The certificate holder shall erect a temporary or permanent fence or take other action as may be necessary to reasonably control the blowing of paper and other materials from the landfill site.

(i) **Salvaged Material.** All materials salvaged from a landfill shall be handled and stored in a manner to prevent rat harborage and mosquito production and to permit proper operation of the landfill. Salvaged material shall be removed to a location at least two hundred feet from the working surface of the landfill site within twenty-four hours after salvage, unless provision is made for temporary storage within an enclosed, roofed and rat-proof structure.

(j) **Burning.** The burning of any material deposited in a landfill is prohibited.

(k) **Streams.** No fill shall be deposited in a stream bed or another area where a stream would be obstructed or where erosion by the stream would remove cover material from the landfill. Seepage or drainage of any material from the landfill which is an odor nuisance or health hazard, or which pollutes a stream, is prohibited.

(l) **Access Road.** Each landfill site shall include an access road usable in all types of weather conditions, constructed so as to eliminate excess dust in dry weather.

(m) **Rodents and Insects.** Rodents shall be exterminated, and insects shall be controlled, on the landfill site.

(n) **Sign.** There shall be displayed at the entrance of each landfill site a prominent sign stating the phrase: "Sanitary Landfill Operated Under City of Jacksonville Certificate No." and the certificate holder's name, address and telephone number. (Ord. 71-492-196, Sec. 4)

618.109 Operation of Dump. The following regulations apply to the operation of a dump:

(a) **Materials Acceptable for Deposit.** A dump may accept for deposit only refuse, but not



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explosives or highly inflammable material.

(b) **Supervision to Prevent Nuisance.** The dump area shall be continually supervised to prevent fire and blowing of paper and other refuse. The area shall be kept neat and sanitary at all times.

(c) **Fence.** The certificate holder shall erect a temporary or permanent fence or take other action as necessary to reasonably control the blowing of paper and other materials from the dump site.

(d) **Salvaged Materials.** All materials salvaged from a dump site shall be handled and stored in a manner to prevent rat harborage and mosquito production and to permit proper operation of the dump. Salvaged material shall be removed to a location at least two hundred feet from the dump site within twenty-four hours after salvage, unless provision is made for temporary storage within an enclosed, roofed and rat-proof structure.

(e) **Burning.** The burning of any material deposited in a dump is prohibited.

(f) **Streams.** No fill shall be deposited in a stream bed or another area where a stream would be obstructed or where erosion by the stream would adversely affect the dump site. Seepage or drainage of any material from the dump which is an odor nuisance or health hazard, or which pollutes a stream, is prohibited.

(g) **Access Road.** Each dump shall contain an access road usable in all types of weather conditions, constructed so as to eliminate excess dust in dry weather.

(h) **Rodents and Insects.** Rodents shall be exterminated and insects shall be controlled, on the dump site.

(i) **Sign.** There shall be displayed at the entrance of each dump site a prominent sign stating the phrase "Dump Operated Under City of Jacksonville Certificate No. . . ." and the certificate holder's name, address and telephone number.

618.110 Correction of Violations. The Director may issue to any person an order to correct a violation of this Chapter. The order shall specify the regulation violated and the nature of the violation, order correction within a specified time, found to be reasonable by the Director, and include a statement of the potential consequences of failure to comply with the order, as prescribed in this Chapter. The order shall be served on the person to whom

it is directed, personally or by certified mail, and shall be posted in a conspicuous place on the premises causing the violation. If the order is not obeyed, the Director may, if he finds that the violation constitutes a sanitary nuisance, abate the nuisance in the manner prescribed in the Health Code.

618.111 Suspension and Revocation of Certificate.

(a) **Suspension.** The Director may suspend the operation of a sanitary landfill or dump, and suspend the certificate applicable thereto, for violation of any of the requirements of this Chapter during the continuation of the violation.

(b) **Revocation.** The Council may, after notice and a public hearing, revoke a certificate issued under this Chapter for repeated, continual violations of this Chapter's requirements.

618.112 Penalty. It is unlawful for any person to violate any provision of this Chapter or an order of the Director, and, upon conviction thereof, such person shall be punishable by a fine of not less than twenty-five dollars nor more than four hundred fifty dollars. Each day that a violation continues constitutes a separate offense.

618.113 Exemptions. This Chapter shall not apply to:

(a) **Feeding Swine:** The disposal of garbage by a swine farmer for the feeding of his own swine.

(b) **Explosives and Inflammables:** The disposal of explosives and highly inflammable materials. These materials shall not be disposed of in sanitary landfills or dumps, but shall be disposed of as directed by the City Fire Prevention Bureau.

1. —

Charter:

§3.02(12) Power to Collect and Dispose of Garbage and to Regulate the Collection and Disposal of Garbage by Others
§7.402 Director of Health, Welfare and Bio-Environmental Services
Pages 116 to 118 Charter Jacksonville - Duval Area Planning Board

F.S.A.:

§125.311 County Garbage Dumps
§381.03 State Board of Health Rules and Regulations for Garbage Disposal
§§339.29, 821.36, 861.10 Dumping Garbage, Offenses
§585.49 Garbage Defined
§861.13 et seq. Beautification of Dumps Visible from Highways

(Jacksonville 8-25-72)

PUBLIC WORKS AND UTILITIES

McQuillin:

- Garbage Disposal, Generally §24.242
- Regulation of Garbage Dumps §24.253
- Specification of Garbage Deposit Places §24.245

Cross References:

- Director of Health, Welfare and Bio-Environmental Services §14.102
- Jacksonville — Duval Area Planning Board §704.108 et seq.
- Disposal of Sludge Ch. 624, Part 4

Chapter 620

WATER AND SEWER UTILITY REGULATIONS¹

Part 1. General Regulations

- 620.101 Scope
- 620.102 Definitions
- 620.103 Certificates of Public Convenience and Necessity for Water or Sewer Systems
- 620.104 Repealed
- 620.105 Transfers of Certificates of Public Convenience and Necessity
- 620.106 Value of Certificate of Public Convenience and Necessity; Extending First Urban Services District and Amending Contract to Certificate Holder
- 620.107 Utility Company Rate Regulation
- 620.108 Gross Receipts Tax
- 620.109 Violations and Penalties
- 620.110 Administrative Staff

Part 2. Garbage Utility Regulations

- 620.201 Repealed.
- 620.202 Repealed.
- 620.203 Repealed.
- 620.204 Repealed.

Part 1. General Regulations

620.101 Scope. The provisions of this Chapter shall apply to all water systems and sewer systems in the city of Jacksonville having not less than twenty-five connections. This Chapter shall not apply to any water system or sewer system owned or operated by any municipality. (Ord. 70-406-430, Sec. 1; Ord. 71-129-66, Sec. 2; Ord. 72-400-292, Sec. 5)

620.102 Definitions. As used in this Chapter and in the Rules of the Board:

() Area of Operation means an area

(Jacksonville 8-25-72)

designated by the Board, by resolution duly adopted, as the area to be served by and in which a water or sewer system governed by this Chapter may operate.

(b) Board means the Utility Regulatory Board established by ordinance.

(c) Sewer System means any plant system, facility or property and additions, extensions, and improvements thereto at any future time constructed or acquired as part thereof, useful or having the present capacity for future use in connection with the collection, treatment, purification or disposal of sewage of any nature or originating from any source, including industrial wastes resulting from any processes of industry, manufacture, trade or business or from the development of any natural resources; and without limiting the generality of the foregoing definition shall include treatment plants, pumping stations, lift stations, valves, force mains, intercepting sewers, laterals, pressure lines, mains and all necessary appurtenances and equipment, all sewer mains and laterals for the reception and collection of sewage from premises connected therewith, and shall include all real and personal property and any interest therein and all rights and easements of any nature whatsoever relating to any such system and necessary or convenient for the operation thereof.

(d) Utilities means a sewer system or a water system, or where the context so requires, a combination of sewer system and water system.

(e) Utility Company means any person, excluding a municipality, operating, owning or controlling a water system or a sewer system covered by this Chapter.

(f) Water System means any plant, system, facility or property and additions, extensions, and improvements thereto at any future time constructed or acquired as part thereof, useful or necessary or having the present capacity for future use in connection with the development of sources, treatment of purification and distribution of water for domestic, commercial or industrial use, and without limiting the generality of the foregoing, shall include dams, reservoirs, storage tanks, mains, lines, valves, pumping station, laterals, fire hydrants and pipes for the purpose of carrying water to the premises connected with such system and shall include all real and personal property and any interest therein and all rights and easements of any nature whatsoever relating to any such

1 Special Committee Substitute for 72-828-

2 ORDINANCE 72-828-416

3 AN ORDINANCE AMENDING SECTION 617.403 OF THE
4 ORDINANCE CODE SPECIFYING THE REQUIREMENTS
5 FOR OBTAINING A PERMIT TO BE EXEMPT FROM THE
6 REQUIRED WASTE COLLECTION AND DISPOSAL SERVICE
7 REQUIRED BY CHAPTER 617; PROVIDING PENALTIES;
8 PROVIDING AN EFFECTIVE DATE.

9 BE IT ORDAINED by the Council of the City of Jacksonville:

10 Section 1. Exemption from Required Service and Payment.

11 Section 617.403 is hereby amended to read as follows:

12 (Substantial Rewording)

13 617.403 Exemption from Waste Collection Require-
14 ments. Any person may be exempted from the
15 requirement to accept and pay for residential
16 waste collection service pursuant to this chapter
17 by applying for and obtaining not later than
18 January 1 of each year from the Public Health
19 Division a permit to dispose of residential waste.
20 The Public Health Division shall issue the permit
21 only if the applicant for the exemption permit
22 presents a detailed plan, in the form prescribed
23 by the Health Division, for disposing of such
24 waste in a sanitary manner which meets all require-
25 ments of the Health Division, the Ordinance Code
26 of the City, and all State or Federal regulations;
27 and

28 (a) The applicant's premises are accessible

1 only from a right of way in such a condition
2 as to render the premises substantially
3 inaccessible to standard waste collection
4 vehicles; or

5 (b) The applicant's premises is otherwise
6 inaccessible to standard waste collection
7 vehicles; or

8 (c) The applicant's residential premises is
9 physically located on a commercial premises
10 owned by the applicant and operated for profit,
11 other than rental property, which is operated
12 by the applicant and which generates not less
13 than five cubic yards of waste per week; or

14 (d) The applicant due to age, illness or other
15 infirmity is incapable of placing the residen-
16 tial waste at curbside for collection and does
17 not have and cannot reasonably obtain assistance
18 in having the waste placed at curbside.

19 The applicant shall present to the Tax Collector any
20 permit issued. The Tax Collector shall make a record
21 of the permit, and delete the applicant's name from
22 the billing list of the City for residential waste
23 collection service. The Tax Collector shall provide
24 a receipt for the permit to the applicant and two
25 (2) copies of the permit receipt to the Utility
26 Regulatory Board. The Board shall notify the appro-
27 priate contractor to delete service to the exempted
28 premises, in writing, and shall maintain a record

1 thereof. It shall be unlawful and a Class C offense
2 for any person granted a permit to violate the terms
3 thereof. Further, the Health Division is hereby
4 authorized to revoke the permit of any permit holder
5 found to be in violation of the terms of the permit,
6 in which event, the Division shall direct the con-
7 tractor to provide service to the premises and the
8 Tax Collector shall bill the owner, on a pro-rata
9 basis, for the waste collection service. If not
10 paid within sixty (60) days thereafter, the Tax Col-
11 lector shall then enter the amount due as a lien in
12 the Waste Lien Book as provided in subsection
13 617.203(b). Any applicant who is denied an exemp-
14 tion permit by the Public Health Division or has had
15 a permit revoked by the Division may appeal the de-
16 cision of the Division to the Public Services Com-
17 mittee of the Council by filing a sworn written pe-
18 tition with the Secretary of the Council within ten
19 (10) days after denial by the Division. The petition
20 shall include a detailed explanation of the basis
21 for the appeal. USDs Excepted.

22 Section 2. Effective Date. This ordinance shall become
23 effective upon signature by the Mayor or upon its becoming effec-
24 tive without the Mayor's signature.

25 FORM APPROVED:

26
27
28 Assistant Counsel

David H. Leonard
Chief Legislative Counsel

ORDINANCE 72-828-416

C E R T I F I C A T E O F A U T H E N T I C A T I O N

DECLARED 1/2 EMERGENCY MEASURE AND
ENACTED BY THE COUNCIL
SEPTEMBER 28, 1972

APPROVED

[Signature] 129, 1972
[Signature]
HANS G. STANLEY, JR., MAYOR

ATTEST:

[Signature]

DAVID C. KACHMARA
SECRETARY OF THE COUNCIL

1 Introduced by Special Garbage Committee:

2
3 ORDINANCE 72-1036-444

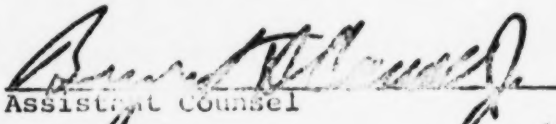
4 AN ORDINANCE AMENDING THE ORDINANCE CODE
5 OF THE CITY BY ADDING SECTION 617.311,
6 PROVIDING FOR GARBAGE SERVICE BY CITY
7 FORCES IF THE CITY IS UNABLE TO NEGOTIATE
8 CONTRACTS FOR THE PROVISION OF RESIDENTIAL
9 WASTE COLLECTION AND DISPOSAL SERVICES
10 PURSUANT TO PART 3, CHAPTER 617; PROVIDING
11 AN EFFECTIVE DATE
12

13 BE IT ORDAINED by the Council of the City of Jacksonville:

14 Section 1. The Ordinance Code of the City of Jacksonville
15 is amended by adding the following section:

16 617.311 Garbage Service by City Forces. If the City is
17 unable to negotiate and consummate a contract with any applicant
18 for the provision of residential waste collection and disposal
19 services in any service area, the City shall provide such service in
20 that service area and shall adhere to the standards of service
21 provided in Part 4 of this Chapter until such time as a contract
22 is negotiated and consummated, except to the extent that the City
23 is unable to do so by reason of an emergency situation. USDs Excepted

24 Section 2. This ordinance becomes effective upon signature
25 by the Mayor or upon becoming effective without the Mayor's signature.
26 Form approved:

27
28 
Assistant Counsel

Chief Legislative Counsel

1 Introduced by the Special Garbage Committee of the Council:

3 ORDINANCE 72-1239-552

4 AN ORDINANCE AMENDING SECTION 617.309(e)
5 OF THE ORDINANCE CODE OF THE CITY, RELATING
6 TO PERFORMANCE BONDS FOR CITY GARBAGE
7 CONTRACTORS, BY PROVIDING FOR SUCH BONDS
8 TO BE SUBJECT TO CANCELLATION UPON AT LEAST
9 ONE HUNDRED TWENTY DAYS PRIOR WRITTEN NOTICE
10 TO THE CITY; AND BY PROVIDING FOR CASH DEPOSITS
11 IN LIEU OF PERFORMANCE BONDS; PROVIDING AN
12 EFFECTIVE DATE

14 BE IT ORDAINED by the Council of the City of Jacksonville:

15 Section 1. Subsection 617.309(e) of the Ordinance Code of
16 the City of Jacksonville is amended to read as follows:

17 [substantially reworded]

18 617.309 Contract Provisions; Exemption from Purchasing Code.

19 Every contract awarded by the City pursuant to this Chapter shall
20 be exempt from Part 2 of the Jacksonville Purchasing Code and shall
21 include at least the following provisions and conditions:

22 * * *

23 (e) Performance Bond.

24 (1) The contractor shall furnish and maintain on
25 file with the Board an annual performance bond in the amount of
26 Fifty Thousand dollars in a form approved by the General Counsel
27 of the City and payable to the City guaranteeing the faithful
28 performance of the contractor's obligations under the contract. The

1 performance bond shall be automatically renewed annually unless
2 the surety thereon shall give the Board written notice of non-renewal
3 not less than one hundred twenty days prior to the expiration date
4 of the bond. The performance bond shall be subject to cancellation
5 by the surety at any time upon giving one hundred twenty days prior
6 written notice to the City of cancellation. Upon notice by the surety
7 of non-renewal or of cancellation, the contractor shall furnish
8 to the Board a performance bond conditioned in accordance with this
9 subsection not less than ninety days prior to the expiration or
10 cancellation of the bond then in effect. In the event that the
11 contractor fails to furnish the new performance bond within the
12 prescribed time period, the contract shall be voidable by the City
13 effective on or after the expiration or cancellation date of the bond
14 then in effect. The performance bond shall be conditioned that the
15 contractor shall well and faithfully observe, fulfill and perform
16 according to his contract and the requirements of this Chapter and
17 that in the event of any failure to do so on the part of the
18 contractor, the amount thereof shall be recoverable by the City for
19 all damages proximately resulting from the failure of the contractor
20 to well and faithfully perform accordingly to the conditions of
21 the bond.

22 (2) In lieu of providing a performance bond pursuant
23 to the preceding paragraph, the contractor may deposit the sum of
24 fifty thousand dollars in cash, time certificate of deposit, U.S.
25 Government securities or irrevocable letter of credit, with the
26 City Treasurer, who shall hold the deposit in trust as security for the
27 faithful performance of the contractor's obligations under the
28 contract. The deposit shall be returned to the contractor at the

1 expiration of the contract, or applied to the City from time to time
2 for damages proximately resulting from a breach of the contract
3 by the contractor, upon certification to the City Treasurer by the
4 Board. If any portion of the deposit is applied to the City for
5 damages, the contractor shall replenish the deposit to the full
6 required fifty thousand dollars within thirty days after request
7 by the Board.

8 Section 2. This ordinance becomes effective upon signature
9 by the Mayor or upon becoming effective without the Mayor's signature.

10

11

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13

14 Form approved:

15

16

Edward R. Rile
Assistant Counsel

17

18

19

Daniel U. Lincum Jr.
Chief Legislative Counsel

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ORDINANCE 72-1239-552

CERTIFICATE OF AUTHENTICATION

DECLARED AN EMERGENCY MEASURE AND
ENACTED BY THE COUNCIL

DECEMBER 12, 1972

APPROVED

December 15, 1972

Hans G. Tranel Jr.
HANS G. TRANEL JR., MAYOR

ATTEST:

David C. MacIntyre
DAVID C. MACINTYRE
SECRETARY OF THE COUNCIL

1 Introduced by Councilmen Godbold, Huntley, Roberts and Harrell:

3 ORDINANCE 72-1041-446

4 AN ORDINANCE AMENDING SECTION 617.309 OF
5 THE ORDINANCE CODE BY ADDING A NEW SUBSECTION (1)
6 REQUIRING THE UTILITY REGULATORY BOARD TO REVIEW
7 THE MEASURE OF CONTRACT COMPENSATION PAID TO
8 CONTRACTORS PERFORMING RESIDENTIAL WASTE
9 COLLECTION AND DISPOSAL SERVICES PURSUANT TO
10 CHAPTER 617 DURING THE THIRD QUARTER OF THE
11 1973 CALENDAR YEAR; PROVIDING AN EFFECTIVE DATE

13 BE IT ORDAINED by the Council of the City of Jacksonville:

14 Section 1. Section 617.309 of the Ordinance Code is
15 hereby amended by adding a new subsection (1) as follows:

16 617.309 Contract Provisions; Exemption from Purchasing
17 Code. Every contract awarded by the City pursuant to this Chapter
18 shall be exempt from Part 2 of the Jacksonville Purchasing Code
19 and shall include at least the following provisions and conditions:

20 * * *

21 (1) Review of Measure of Contract Compensation; Public
22 Hearing.

23 (1) During the third quarter of the 1973 calendar
24 year, and after giving at least fifteen (15) days notice of a public
25 hearing by publication one time in a newspaper of general circula-
26 tion in the City, the Board shall review the number of residential
27 premises in the service areas and the measure of contract compensation
28 to be paid by the City under the contracts. In making adjustments,

1 if any, in either the rate of compensation, or the number of premises
2 in the areas or the measure of contract compensation paid under any
3 contract, the Board shall consider the factors specified in Section
4 617.306 and the number of residential premises in the service
5 areas as determined by the Tax Collector except that the rate of
6 compensation shall be determined by including consideration of the
7 following additional factor: the average of the contractors'
8 ratio of reasonable necessary operating expenses, as determined
9 by the Board, to the contract revenues, within a range of at least
10 91% but not more than 95% of contract revenues.

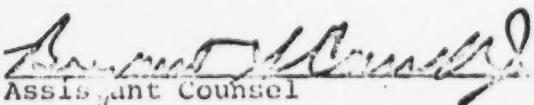
11 (2) The required notice of public hearing shall
12 include the date, time, and place of the hearing and a general
13 description of the matters to be heard by the Board.

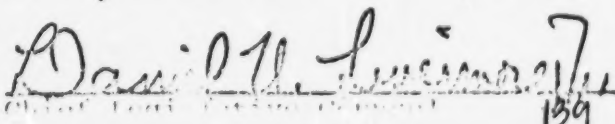
14 (3) If the Council shall not reject the changed
15 measure of contract compensation as designated by the Board within
16 thirty (30) days of such designation, the Board's determination
17 of the changed measure of contract compensation shall become
18 effective January 1, 1974.

19 Section 2. Subsections (l) and (m) of Section 617.309
20 of the Ordinance Code of the City are hereby redesignated as
21 subsections (m) and (n) respectively.

22 Section 3. This ordinance becomes effective upon signature
23 by the Mayor or upon becoming effective without the Mayor's signature.

24
25 Form approved:

26
27 
Assistant Counsel

28 
139

ORDINANCE 72-1041-446

CERTIFICATE OF AUTHENTICATION

DECLARED AN EMERGENCY MEASURE AND
ENACTED BY THE COUNCIL
OCTOBER 12, 1972

APPROVED

October 13, 1972

[Signature]
HANS C. TANNER, JR., MAYOR

ATTEST:

[Signature]

DAVID C. MacNAMARA
SECRETARY OF THE COUNCIL

1 Substitute for 72-1039

2 by Councilmen Harrell, Webb, Mathis and Bentley

3 ORDINANCE 72-1039 -447

4 AN ORDINANCE ESTABLISHING A WASTE COLLECTION AND
5 DISPOSAL CHARGE FOR THE 1973 CALENDAR YEAR PURSUANT
6 TO SECTION 617.201 OF THE ORDINANCE CODE.

7 BE IT ORDAINED by the Council of the City of Jacksonville:

8 Section 1. The Council finds that an annual waste collection and
9 disposal service charge in the amount of \$33.50 is an amount such that
10 the estimated revenues therefrom shall be sufficient to defray the cost of
11 providing such service, either directly or by independent contractor.
12 Pursuant to the provisions of Section 617.201 of the Ordinance Code, there
13 is hereby imposed upon each residential premises and such commercial
14 premises as receive residential waste collection services pursuant to
15 Chapter 617 of the Ordinance Code an annual waste collection and disposal
16 service charge in the amount of \$33.50 for the calendar year 1973 and
17 applicable to the provision of such services during such calendar year.

18 Section 2. Effective Date. This Ordinance shall become effective
19 upon signature of the Mayor or upon its becoming effective without his
20 signature.

21
22 FORM APPROVED:

23 
24 Assistant Counsel

25
26
27 _____
28 Chief Legislative Counsel

1 Introduced by Councilman Roberts:

2
3 ORDINANCE 72-1043-449

4 AN ORDINANCE APPROPRIATING WASTE COLLECTION
5 AND DISPOSAL SERVICE CHARGE REVENUES FOR
6 THE PURPOSE OF PAYING THE COST OF PROVIDING
7 RESIDENTIAL WASTE COLLECTION AND DISPOSAL
8 SERVICES PURSUANT TO CHAPTER 617; PROVIDING
9 AN EFFECTIVE DATE

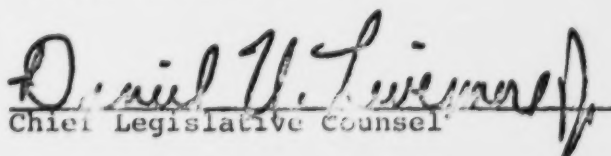
10
11 BE IT ORDAINED by the Council of the City of Jacksonville:

12 Section 1. Within the 1972-73 fiscal year budget for
13 the City of Jacksonville, additional revenue in the amount of
14 \$3,015,000 derived from residential waste collection and disposal
15 service charges pursuant to Chapter 617 of the Ordinance Code of
16 the City is hereby appropriated to waste collection and disposal
17 fees - contract, Account No. 112-6611117, for the purpose of payment
18 to contractors pursuant to Part 3, Chapter 617.

19 Section 2. This ordinance becomes effective upon signature
20 by the Mayor or upon becoming effective without the Mayor's signature.

21
22 Form approved:

23
24 _____
Assistant Counsel

25
26 
27 Chief Legislative Counsel

1 Introduced by Councilman Huntley

3 ORDINANCE 72-1045-450

4 AN ORDINANCE AMENDING SECTION 617.308 OF
5 THE ORDINANCE CODE SO AS TO PROVIDE FOR
6 AN EXPIRATION DATE FOR OFFERS TO CONTRACT
7 FOR WASTE COLLECTION AND DISPOSAL SERVICES:
8 PROVIDING AN EFFECTIVE DATE

10 BE IT ORDAINED by the Council of the City of Jacksonville:

11 Section 1. Subsection 617.308(a) of the Ordinance Code of
12 the City is amended to read as follows:

13 617.308 Award of Contracts.

14 (a) Within ninety days after the closing date for filing
15 applications, the Board shall enter its orders granting or denying
16 the contracts in the best interests of the City, and the Mayor may
17 immediately execute contracts pursuant thereto between the City and
18 successful applicants subject to the condition that funds therefor
19 are appropriated. Written contracts in the form approved by the
20 Board and the Mayor shall be delivered to the successful applicants
21 for execution promptly after the Board's orders granting them are
22 entered, and shall constitute the City's offers to enter into the
23 contracts, which offers shall expire five days after each such
24 delivery, respectively.

25 * * *

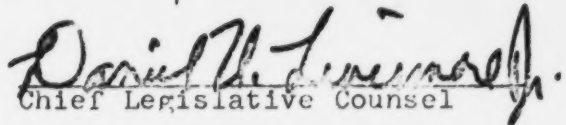
26 Section 2. With respect to the contracts commencing January
27 1, 1973, written contracts shall not be finalized or delivered to
28 successful applicants Pursuant to Section 617.308 of the Ordinance
29 Code unless and until proposed Ordinances and Resolutions numbered

1 72-1039, 72-1041, 72-1042, 72-1043, and 72-1045, inclusive, shall
2 have become effective or been defeated by the Council.

3
4 Section 3. This ordinance become effective upon signature
5 by the Mayor or upon becoming effective without the Mayor's signature.

6
7 Form approved:

8
9
10 Assistant Counsel


Chief Legislative Counsel

ORDINANCE 72-1045-450

C E R T I F I C A T E O F A U T H E N T I C A T I O N

DECLARED AN EMERGENCY MEASURE AND
ENACTED BY THE COUNCIL
OCTOBER 13, 1972

APPROVED

October 13, 1972

HANS G. TRIMMER, JR., MAYOR

ATTEST

David C. Macdonald
DAVID C. MACDONALD
SECRETARY OF THE COUNCIL

1 Introduced by Councilman Roberts:

3 ORDINANCE 72-1139-564

4 AN ORDINANCE AMENDING CHAPTER 617 OF
5 THE ORDINANCE CODE, RELATING TO
6 RESIDENTIAL WASTE COLLECTION AND DISPOSAL
7 SERVICE, BY POSTPONING THE EFFECTIVE DATE
8 OF LIENS FOR FAILURE TO PAY CHARGES FOR
9 SUCH SERVICE BY ONE YEAR, BY REVISING THE
10 DATE UPON WHICH INTEREST COMMENCES TO
11 ACCRUE, AND BY REPEALING PENALTIES FOR A
12 LATE PAYMENT; REPEALING ORDINANCE 72-1042-448
13 RELATING TO PENALTIES FOR LATE PAYMENT OF
14 SUCH CHARGES; PROVIDING AN EFFECTIVE DATE

15
16 BE IT ORDAINED by the Council of the City of Jacksonville:

17 Section 1. Section 617.203 of the Ordinance Code of the
18 City of Jacksonville is amended to read as follows:

19 617.203 Payment and Collection of Charges.

20 (a) Billing. At substantially the same time each year as
21 the ad valorem tax bills are mailed, the Tax Collector shall mail
22 a statement of the amount of the waste collection and disposal
23 services charges due to the owner of the property as reflected
24 by the most recent tax assessment roll. He shall also mail state-
25 ments to those owners of similar property not contained on that tax
26 roll based upon such information as may be available to him from
27 other sources. The waste collection and disposal service charges
shall be due and payable upon receipt each year, for residential

1 waste collection services to be provided during the following
2 calendar year, and shall become delinquent if not paid before
3 January 1 of the said following year except that for the first
4 year of service under this Chapter, the charges shall become
5 delinquent if not paid before April 1, 1973. A second bill shall be
6 sent to all persons whose charges are delinquent, and shall include a
7 five-per-cent-late-charge; statement that interest is accruing
8 thereon at the rate of ten per cent per annum from the delinquency
9 date. If not paid by April 1 of the year following the year
10 during which service was provided with respect to that charge,
11 the delinquent waste collection and disposal charge shall become a
12 lien on the residential premises benefited by the service upon
13 entry in the Waste Lien Book as provided in subsection (b) hereof.

14 (b) Lien on Residential Premises. Those delinquent waste
15 collection and disposal service charges not paid before April 1,
16 shall become a lien upon residential premises benefited by the service,
17 upon entry in the "Waste Lien" Book as hereinafter provided, shall
18 be prior to all other liens except taxes and shall continue to bear
19 interest at the rate of ten per cent per annum as provided in the
20 preceding subsection. The Tax Collector shall cause such liens
21 to be entered in a book which shall be prepared and kept for that
22 purpose and kept open for public inspection during reasonable
23 office hours in the office of the Tax Collector, labeled "Waste
24 Lien Book". The entry shall be made on or before April 25, and
25 shall include the amount and due date of the charges, and the legal
26 description of the property upon which the lien is placed. Such

1 liens shall be subject to foreclosure by the City pursuant to
2 Chapter 173, Florida Statutes, or other applicable law.

3 (c) Unpaid Commercial Service Charges. If waste collection
4 and disposal service charges remain unpaid after January 1 of each
5 year, for service to be provided to any commercial or multi-family
6 premises having elected to receive residential service, the Board
7 shall order the contractor to not provide service to the premises.
8 USDs Excepted.

9 Section 2. Section 617.204 of the Ordinance Code of the
10 City is amended to read as follows:

11 617.204 Notice of Lien. Upon the entry of the lien in
12 the Waste Lien Book, with respect to residential premises, the
13 Tax Collector shall:

14 (a) On or before April 25, cause a notice of assessment and
15 lien to be published one time in a daily newspaper regularly
16 published and in general circulation in the City, which notice
17 shall show the nature of the lien, the total amount thereof, exclusive
18 of interest and advertising costs, that such total is exclusive of
19 advertising costs, and that the total amount ~~shall~~ bears interest at
20 the rate of ten per cent per annum from the delinquency date;

21 (b) Within ten days after publication of the notice of
22 assessment and lien, cause a notice of lien to be mailed to the
23 owner of the affected property as indicated by the most recent
24 tax assessment roll, which notice shall indicate the following:

25 (1) The original amount of the waste collection and
26 disposal charge;

- 1 (2) The amount of the late-charge first year's interest,
2 (3) The amount of the advertising cost;
3 (4) The total amount due;
4 (5) That the original total amount due shall continue
5 to bear interest at the rate of ten per cent per annum commencing-on
6 the-date-of-entry-in-the-Waste-Lien-Book until paid;
7 (6) The date of publication of notice of assessment
8 and lien;
9 (7) That the owner may file a sworn petition with the
10 Secretary of the Council within forty days of the publication of
11 notice of assessment and lien protesting any erroneous assessment
12 and lien. USDs Excepted.

13 Section 3. Ordinance 72-1042-448, relating to penalties
14 for late payment of residential waste collection and disposal
15 service charges pursuant to Chapter 617 of the Ordinance Code, is
16 hereby repealed.

17 Section 4. This ordinance becomes effective upon signature
18 by the Mayor or upon becoming effective without the Mayor's signature.

19 Form approved:
20

21
22 Assistant Counsel

23
24 Daniel H. Levine Jr.
Chief Legislative Counsel

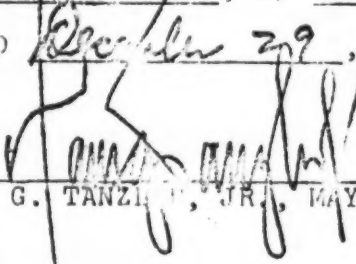
25
26

ORDINANCE 72-1139-564

C E R T I F I C A T E O F A U T H E N T I C A T I O N

ENACTED BY THE COUNCIL.
DECEMBER 27, 19 72

APPROVED December 29, 19 72


HANS G. TANZIL, JR., MAYOR

ATTEST


DAVID C. MacNAMARA
SECRETARY OF THE COUNCIL

1 Introduced by the Special Committee on Garbage:

3 ORDINANCE 73-285-100

4 AN ORDINANCE AMENDING SECTION 617.203 TO
5 AUTHORIZE AND DIRECT THE TAX COLLECTOR TO
6 MAKE CERTAIN CORRECTIONS IN STATEMENTS AND
7 LIENS, INCLUDING CANCELLATION THEREOF, FOR
8 WASTE COLLECTION AND DISPOSAL SERVICE; ADD-
9 ING SECTION 617.403.5, PROVIDING FOR EXEMP-
10 TION FROM PAYMENT OF RESIDENTIAL WASTE COL-
11 LECTION SERVICE CHARGES FOR CERTAIN LOW-INCOME
12 ELDERLY PERSONS; PROVIDING AN EFFECTIVE DATE.

13 BE IT ORDAINED by the Council of the City of Jacksonville:

14 Section 1. Ordinance Code Amended. Section 617.203 of
15 the Ordinance Code of the City of Jacksonville is amended by adding
16 a new paragraph (d) to read:

17 617.203 Payment and Collection of Charges.

18 * * *

19 (d) Corrections and Cancellations by Tax
20 Collector. The Tax Collector is authorized
21 and directed to correct and cancel statements
22 and liens for waste collection and disposal
23 service charges based upon the following findings
24 certified to him by the Utility Regulatory Board only:

25 (1) When the premises benefitted by the
26 service has been demolished on or before January
27 1, of the year of service,

28 (2) When the premises initially contem-
29 plated as benefitting by the service is, in

1 fact, used for a purpose other than a residence
2 including but not limited to garages, barns,
3 storerooms, and businesses,

4 (3) When the statement and/or lien imposed
5 for delinquent payment thereof is based upon an
6 incorrect number of residential units.

7 Section 2. The Ordinance Code of the City of Jacksonville
8 is amended by adding the following section:

9 617.403.5 Exemption for Elderly.

10 (a) Qualifications; Application. Any person required to
11 accept residential waste collection service pursuant to this Chap-
12 ter with respect to the premises on which he resides may apply to
13 the Public Health Division for an exemption certificate exempting
14 him from payment of the residential waste collection service charge
15 (but not from receiving the service) if:

16 (1) the applicant is over sixty five years of age;
17 and

18 (2) the combined income of all residents on the
19 premises is below the then current federal guidelines for poverty
20 level income.

21 (b) Procedure. The time for filing applications for an
22 exemption certificate, issuance of the certificate, filing of
23 copies thereof, procedures for revocation and appeal of denial of
24 a certificate, and penalties for violation thereof shall be the
25 same as provided in Section 617.403 with respect to exemption per-
26 mits, except that with respect to exemptions for the 1973 calendar
27 year charge, the application may be filed before June 1, 1973.

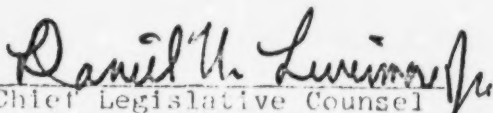
28 (c) Refunds for 1973. Any person who obtains an exemption
29 certificate under this section for the 1973 calendar year who has

1 previously paid the residential waste collection service charge
2 for that year shall be entitled to a refund from the City Treasurer
3 upon presentation of proper evidence of entitlement thereto.

4 Section 3. Effective Date. This ordinance shall become
5 effective upon signature by the Mayor or upon becoming effective
6 without the Mayor's signature.

7
8 FORM APPROVED:

9
10 _____
11 Assistant Counsel

12 
13 Chief Legislative Counsel

ORDINANCE 73-285-100

CERTIFICATE OF AUTHENTICATION

DECLARED AN EMERGENCY MEASURE AND
ENACTED BY THE COUNCIL

MARCH 27, 1972

APPROVED MARCH 30, 1973

HANS G. TANZLER, SR., MAYOR

ATTEST

CITY OF

DAVID C. MACNAMARA
SECRETARY OF THE COUNCIL

1 Introduced by the Special Committee on Garbage:

3 ORDINANCE 73-270-86

4 AN ORDINANCE EXTENDING THE DATE FOR
5 FILING APPLICATIONS FOR EXEMPTION FROM
6 RESIDENTIAL WASTE COLLECTION SERVICE
7 PURSUANT TO CHAPTER 617, WITH RESPECT TO
8 THE 1973 CALENDAR YEAR ONLY; PROVIDING AN
9 EFFECTIVE DATE

11 BE IT ORDAINED by the Council of the City of Jacksonville:

12 Section 1. Extended Date for Waste Collection Service Exemption.

13 Notwithstanding the general requirements of Section 617.403 of the
14 Ordinance Code of the City, the last date for applying for and obtaining
15 a permit to dispose of residential waste from the Public Health
16 Division, and an exemption from the requirement to accept and pay for
17 residential waste collection service pursuant to Chapter 617, is
18 extended from January 1, 1973 to June 1, 1973. This extension shall
19 apply with regard to the calendar year 1973 only.

20 Section 2. Effective Date This ordinance becomes effective upon
21 signature by the Mayor or upon becoming effective without the Mayor's
22 signature.

24 Form approved:

26 Assistant Counsel

27 *Daniel H. Linn*
28 Chief Legislative Counsel

ORDINANCE 73-270-86

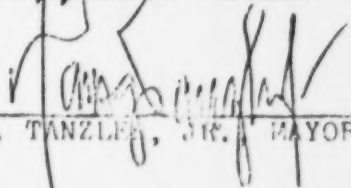
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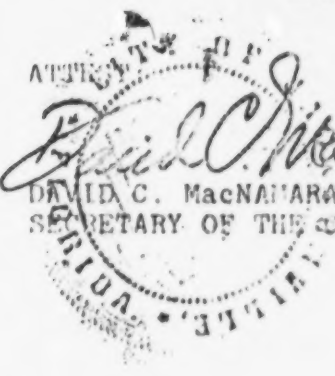
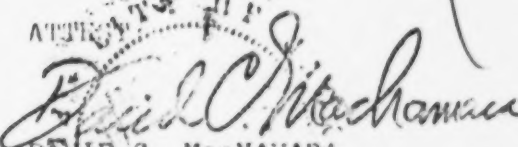
ENACTED BY THE COUNCIL.

MARCH 27 19 73

APPROVED

March 30, 19 73


HANS G. TANZLER, JR. MAYOR



DAVID C. MacNAMARA
SECRETARY OF THE COUNCIL

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